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Groups with Historically High Incidences of Unemployment



1987 Reports to the Congress Required by
Sections 4(d)(1) and 4(d)(3) of the
Fair Labor Standards Act

Submitted to Congress 1988

U. S. Department of Labor
Employment Standards Administration

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Groups with Historically High Incidences of Unemployment



1987 Reports to the Congress Required by
Sections 4(d)(1) and 4(d)(3) of the
Fair Labor Standards Act

U. S. Department of Labor
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Employment Standards Administration
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Minimum Wage and Maximum Hours Standards
Under the Fair Labor Standards Act

Groups with Historically High
Incidences of Unemployment

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

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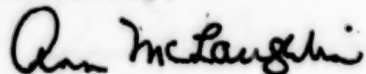
THE HONORABLE PRESIDENT OF THE SENATE
THE HONORABLE SPEAKER OF THE HOUSE OF REPRESENTATIVES

Transmitted herewith are the Department of Labor's reports required by Section 4(d)(1) and Section 4(d)(3) of the Fair Labor Standards Act (FLSA).

Part I responds to the annual reporting requirements of Section 4(d)(1) of FLSA. This part covers our enforcement activities under FLSA for the period of October 1, 1985, through September 30, 1986. It also provides information on FLSA litigation, certificates under Section 14 permitting employment at wage rates below the minimum wage, youth employment standards, and employee coverage under FLSA.

Part II responds to the biennial reporting requirement of Section 4(d)(3) of FLSA, and it focuses on labor force groups which have had historically high incidences of unemployment. This is the seventh report submitted under Section 4(d)(3).

Sincerely,



ANN McLAUGHLIN

Enclosure

ACKNOWLEDGMENTS

This report was prepared under the general direction of Willis J. Nordlund, Director, Division of Program Development and Research, Employment Standards Administration. Part I of the report was prepared under the direction of Kerry Helmeke. Charles Stanford developed the statistical estimates of employees covered by the Fair Labor Standards Act. Part II of the report was prepared by Sanford L. Gold. Material was contributed by the Employment Standards Administration's Wage and Hour Division, Information and Consumer Affairs Unit, and Office of State Liaison and Legislative Analysis; the Office of the Solicitor's Division of Fair Labor Standards; the Employment and Training Administration; the Bureau of Labor Statistics; the Assistant Secretary for Policy; the Women's Bureau; and the Office of the Assistant Secretary for Veterans' Employment and Training.

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**Part I: MINIMUM WAGE AND MAXIMUM HOURS STANDARDS UNDER THE FAIR
LABOR STANDARDS ACT**

INTRODUCTION

This report is submitted in accordance with Section 4(d)(1) of the Fair Labor Standards Act (FLSA) which requires the Secretary of Labor to report annually to the Congress on her activities under the Act. The report presents the results of the Wage and Hour Division's enforcement program for the period covering October 1, 1985 through September 30, 1986, including data on violations of the Federal minimum wage, overtime compensation, and child labor standards. The report also includes summaries of legislative proposals to amend FLSA, litigation activities, and the certification program which authorizes the employment of learners, apprentices, students, and handicapped workers at wage rates less than the statutory minimum wage. The last section of the report provides the most recent estimates of the number of employees subject to the minimum wage and overtime compensation provisions of FLSA.

LEGISLATION TO AMEND THE FAIR LABOR STANDARDS ACT DURING 1986

Three laws, which affect the Fair Labor Standards Act (FLSA), were enacted by the Congress and approved by the President during 1986. Public Law 99-486 amends section 14(c) of the FLSA to require that wages based on individual productivity be paid to handicapped workers employed in competitive employment and vocational rehabilitation facilities, known as "sheltered workshops." Such workers will continue to be employed under certificates issued by the Secretary of Labor. However, the new law changes the certification requirements in that it eliminates the various special certificates which sheltered workshops formerly had to obtain for severely disabled workers. In addition, the new law establishes a process whereby any employee paid a subminimum wage rate under section 14(c) can petition the Secretary for a review of such wage rate by an Administrative Law Judge in a formal hearing. The bills introduced in the Senate (S. 2884, Packwood, R., OR) and House of Representatives (H.R. 5614, Murphy, D., PA) were identical. They were supported by the Administration and passed by the Congress with little opposition.

On August 27, 1986, President Reagan signed the Insular Areas Regulation Act (Public Law 99-396). This Act is an omnibus law enacted by Congress to address miscellaneous matters concerning territories and commonwealths of the United States. Included in this law is a provision which voids the minimum wage rates established by an Industry Committee for American Samoa. It also provides that the minimum rates paid to employees in American Samoa shall be those which were in effect on July 1, 1986, until new rates are established by another Industry Committee.

The Human Services Reauthorization Act of 1986 (H.R. 4421) contains a provision relating to the FLSA. The bill was enacted by the Congress and signed by the President as Public Law 99-425. The provision requires a report from the Secretary of Labor to the Congress as to whether a change in the permissible hours of employment for baseball batboys and batgirls under the FLSA child labor regulations would be detrimental to the well-being of these young people. The report was required within 180 days of September 30, 1986, the date of enactment. The study requirement was the result of a compromise on S. 2277 (Quayle, R., IN) which would have amended the FLSA to give a limited exemption to batboys and batgirls from its minimum wage, overtime, and child labor provisions. The limited exemption in S. 2277 would have applied to batboys or batgirls between ages 14 and 16 who are employed no more than two nights a week and not later than 11 p.m. while school is in session.

Efforts to enact legislation to establish a youth employment opportunity wage continued into 1986. In 1985, S. 797 (Hatch, R., UT) and H.R. 1811 (Lott, R., MS) were introduced to implement the Administration's youth employment opportunity wage proposals. These bills would have, among other things, established a youth

employment opportunity wage of \$2.50 per hour or 75 percent of the otherwise applicable minimum wage, whichever was less, for youths under 20 years of age from May 1 through September 30. The bills, as proposed, would have established a temporary program for three summers and required an evaluation report to Congress by the Secretary of Labor.

During 1986, one youth employment opportunity wage bill was introduced. H.R. 4487 (Roberts, R., KS) would have amended section 14(b) of the FLSA--the full-time student special minimum wage provisions--to add a new special minimum wage to permit the employment of: (1) youths under 20 years of age at 75 percent of the applicable minimum wage during the first 180 days of employment; and (2) full-time students at any age at 75 percent of the applicable minimum wage. Although certification would not be required, several restrictions or limitations were included to prevent displacement of adult workers.

Three bills were introduced during 1986 to increase the \$3.35 an hour minimum wage:

H.R. 4227 (Kieciska, D., WI) would have increased the minimum wage to \$3.65 an hour beginning January 1, 1987, and to \$3.95 an hour after December 31, 1987.

H.R. 4323 (Williams, D., MT) would have increased the minimum wage five percent annually beginning January 1, 1987, plus the percentage change in the Consumer Price Index, until the minimum wage reached 50 percent of the average hourly earnings of production or nonsupervisory workers in private industry. Under H.R. 4323, the minimum wage would then increase each January 1, thereafter, by the same percentage increase as the above hourly earnings.

H.R. 4493 (Biaggi, D., NY) would have increased the minimum wage in annual steps to \$4.95 an hour on January 1, 1989, and each year thereafter to 50 percent of average hourly earnings of private production and nonsupervisory workers.

H.R. 1524 (Williams, D., MT), "The Employee Polygraph Protection Act of 1985," would have prevented the denial of employment opportunities by prohibiting the use of lie detectors on employees by employers involved in or affecting interstate commerce. As introduced, the bill would have relied on the FLSA sections 9, 11, 16, and 17 for purposes of enforcement. The House Education and Labor Subcommittee on Employment Opportunities held a hearing on H.R. 1524 on July 30, 1985, and approved a revised version of the bill at a markup on September 18, 1985. At that time, references to the FLSA enforcement provisions were deleted from the bill. The full House Committee on Education and Labor ordered the bill reported on October 23, 1985. H.R. 1524 was passed by the House on March 12, 1986, without FLSA-linked enforcement provisions.

A polygraph bill, similar to the original House bill (H.R. 1524), was introduced in the Senate (S. 1815, Hatch, R., UT and Kennedy, D., MA). S. 1815 contained the same FLSA enforcement provisions that were contained in H.R. 1524, as introduced. On April 23, 1986, the Senate Committee on Labor and Human Resources held a hearing at which the Justice Department testified in opposition to Federal rules governing the use of polygraph tests. On June 25, 1986, the Senate Committee approved S. 1815 with the FLSA enforcement provisions. No further action was taken on the bill in the Senate.

A number of other bills were introduced to amend the FLSA. These include:

H.R. 4459 (Armey, R., TX), would have repealed the FLSA requirements related to minimum wage and overtime pay.

H.R. 4789 (Kennelly, D., CT) would have amended the FLSA to exempt from the minimum wage and overtime requirements employees of public agencies whose earning or productive capacity is impaired by a physical or mental deficiency or injury.

H.R. 5118 (Eckert, R., NY) would have amended the FLSA to permit employees of public agencies to volunteer to perform for such agencies the same type of services for which the employees are employed.

ADMINISTRATION AND ENFORCEMENT OF THE FAIR LABOR STANDARDS
ACT, FY 1986

Minimum Wage and Overtime Standards

The Wage and Hour Division received almost 60,000 complaints of FLSA violations and resolved more than 62,000 complaints during fiscal year 1986. The inventory of FLSA complaints was at a level of 24,000 at the end of the fiscal year.

Over 72,000 FLSA compliance actions were conducted (Table 1). This enforcement effort disclosed \$29 million in minimum wage underpayments due 167,000 workers and \$93 million in overtime underpayments due 317,000 employees. More than \$93 million was either agreed to be paid by employers, or ordered paid as a result of suits filed by the Department of Labor (Table 3). This total consisted of \$22 million in unpaid minimum wages owed to 151,000 workers and \$71 million in overtime wages owed to 275,000 employees.

Approximately 45 percent of the employees owed minimum wages were employed by retailers and about 25 percent were employed in service establishments. The manufacturing sector was next in prominence, accounting for about 7 percent of the employees owed unpaid minimum wages. In terms of the amount of minimum wages owed, retail trade accounted for 33 percent, services for 26 percent, and manufacturing for 10 percent.

In contrast to minimum wage violations, about 29 percent of the employees paid in violation of the overtime provisions were in the service sector and 26 percent were in retail trade. Also, construction firms were more prominent, accounting for 21 percent of such employees. Of the \$93 million in overtime underpayments, 26 percent was owed by service establishments, 24 percent by construction firms and 23 percent by retail firms.

In the construction, manufacturing, retail trade, and service sectors as a group, employers agreed to pay 89 percent of the employees due back wages. In these same industries, the amount of unpaid minimum wages and overtime compensation agreed to be paid was 78 percent of the total amount due for these four industries.

The difference between the amounts found due to employees and the amounts agreed to be paid is largely attributable to cases in which employers refuse to pay the back wages and which are considered unsuitable for litigation by the Department. In such cases, employees have the right under FLSA to bring private suits to collect the back wages, liquidated damages, attorneys' fees, and court costs. Wages recovered in private employee suits, however, are not reflected in these enforcement statistics.

Litigation Activity

The Department has continued to litigate this year in the United States Courts of Appeals over the correct standard of "willfulness" to be applied in determining whether an employer is to be liable for three, or only two, years of back wages for violations of the FLSA. The courts have reached differing results. The First, Fourth and Tenth Circuits in Donovan v. Daylight Dairy Products, Inc., 779 F.2d 784 (1st Cir. 1985); Donovan v. Bel-Loc Diner, Inc., 780 F.2d 1113 (4th Cir. 1985); Crenshaw v. Quarles Drilling Corp., 798 F.2d 1345 (10th Cir. 1986) (private FLSA action), have adhered to the well-known standard originally articulated in Coleman v. Jiffy June Farms, Inc., 458 F.2d 1139 (5th Cir. 1971), cert. denied, 409 U.S. 948 (1972) (3rd-year liability attaches upon showing that employer was aware that FLSA was "in the picture"), while the Third and Seventh Circuits in Brock v. Richland Shoe Co., 799 F.2d 80 (3d Cir. 1986) and Walton v. United Consumers Club, Inc., 786 F.2d 303 (7th Cir. 1986) (private FLSA action) adopted the more stringent willfulness standard along the lines of that set forth by the Supreme Court in Trans World Airlines, Inc. v. Thurston, 469 U.S. 111 (1985), for willful violations under the liquidated damages provisions of the Age Discrimination in Employment Act (violation is willful if the employer "knew or showed reckless disregard for the matter of whether its conduct is prohibited by [the Act]"). Daylight Dairy Products, supra, also is significant as the first appellate ruling on the Department's requirement that "executives" must supervise 80-hours of subordinate employee work per week in order to be exempt from the FLSA; the court endorsed and applied the "bright-line" 80-hour rule as "reasonable."

The Department received a favorable decision from the Fourth Circuit in Donovan v. Executive Towers, 791 F.2d 925 (1986), which held that an FLSA-covered "enterprise" existed in defendant's diverse business operations (two adult bookstores, a bar with go-go dancers, and rental real estate). The court concluded that the enterprise requirements of the Act were met because the operations were related activities conducted under common control for the common business purpose of providing erotic entertainment.

The Ninth Circuit in Brock v. Seto, 790 F.2d 1446 (1986), issued a favorable ruling concerning the evidentiary standard to be used in FLSA cases where back wages are sought by the Secretary and the employer's records are statutorily inadequate. The district court had found wage violations but refused to order back pay because the Secretary's testimonial evidence was too "speculative" as to the number of unpaid hours worked; the district court also had sustained the employer's hearsay objection to the admission of the compliance officer's testimony and back wage computations because the figures were based on employee interviews. In reversing, the Ninth Circuit held that the district court had misapplied the burden of proof set in Anderson v. Mt. Clemens Pottery Co., 328 U.S. 680 (1946), and

that since the Secretary's prima facie case had not been rebutted, the district court was required to make as accurate a back wage determination as possible with the evidence at hand. The Ninth Circuit also ruled that the compliance officer's testimony and back wage computations were admissible "where it was limited to showing the methodology of the computations and not the veracity of the employees' statements."

In Brock v. Two "R" Drilling Co., Inc., 789 F.2d 1177 (1986), (original decision at 772 F.2d 1199), the Fifth Circuit granted the Department's rehearing petition and reversed its original decision. At issue was the "regular rate" of pay for employees who received bonuses for work on oil drilling barges. In its original decision, the court held that the bonuses were excludable from the employees' regular rate of pay as legitimate overtime premiums. On rehearing, the court entered a new decision adopting the Department's view of the characteristics of an overtime premium, and holding that the bonuses at issue were not premiums because they were payable only if numerous conditions were met, rather than payable automatically upon completion of overtime. The case was remanded for further proceedings.

In Brock v. Ely Group, Inc., et al., 788 F.2d 1200 (1986), petition for cert. filed (July 22, 1986), the Sixth Circuit held that section 15(a)(1) of the FLSA, 29 U.S.C. 215(a), the "hot goods" provision, applies to secured creditors in possession of goods produced in violation of the minimum wage and overtime provisions of the Act. In adopting the Department's interpretation of the Act, the Sixth Circuit went into conflict with the Second and Fourth Circuits, which have held that secured creditors are exempt from the "hot goods" ban, Wirtz v. Powell Knitting Co., Inc., 360 F.2d 730 (2d Cir. 1966); Shultz v. Factors, Inc., 65 Lab. Cas. (CCH) para. 32, 487 (4th Cir. 1971).

Two courts of appeals held that the award of prejudgment interest is appropriate in FLSA cases. In Brock v. Davis-Lybrand, Inc., d/b/a Pitt Grill Restaurants, 781 F.2d 901 (1986), the Fifth Circuit ruled that prejudgment interest is proper on back wages recovered under section 17 of the FLSA, clarifying what had been confusing case law within the circuit. The Ninth Circuit issued a similar ruling in Ford v. Alfaro, 785 F.2d 835 (1986), holding that prejudgment and postjudgment interest should be awarded in FLSA cases. In the Alfaro case, the Ninth Circuit also held that the employer's harassment of two employees, which led to their "quitting" their jobs, violated 29 U.S.C. 215(a)(3); this was the first application of the "constructive discharge" doctrine under the FLSA.

In Donovan v. Tierra Vista, 796 F.2d 1259 (1986), the Tenth Circuit upheld the Department's position that an employee's work hours must fluctuate below as well as above 40 hours per week in order for the employee's duties to "necessitate irregular hours of work" and qualify for the Belo exception to the FLSA's

overtime pay requirement (Walling v. A.H. Belo Corp., 316 U.S. 624 (1942)).

In Star-Kist-Samoa, et al. v. Brock, No. 86-1423 (D.C. Cir.) petitioners in four consolidated cases challenged the Department's wage order establishing minimum wage rates for industries in American Samoa. The wage order, published as required by 29 U.S.C. 208(d), implemented the report of a special industry committee that had been appointed by the Secretary to conduct a hearing in American Samoa and recommend minimum wage rates for the territory. The committee, which was comprised of industry, employee, and public members, determined that the minimum wage rates for the islands' several industries should be raised to the statutory mainland minimum of \$3.35 per hour, effective at different times for particular industries over a two-year period beginning in July 1986. The cases were dismissed as moot in light of Section 11 of Pub. L. No. 99-396, which provides that the contested wage order would be denied effect, and that, until new rates are established by another industry committee, the territory's minimum wage rates should be those in place prior to July 1986, a range from \$1.77 to \$2.82 per hour.

The Department was successful in establishing that children 14 to 18 years of age selling candy and cookies door-to-door were employed in violation of the child labor provisions of the FLSA. In Brock v. Global Home Products, Inc., and Thomas v. Brock, 617 F. Supp. 526 (W.D. N.C. 1985), the court found that Charles Thomas and Global Home Inc., among others, were employers of the underaged minors who were employed in violation of the Act and enjoined them from future violations. This decision has been appealed to the U.S. Court of Appeals for the Fourth Circuit.

The U.S. District Court for the Eastern District of Wisconsin, in Brock v. Lauritzen, et al., 624 F. Supp. 966 (1985) held that migrant workers who harvested cucumbers for defendants were employees within the coverage of the FLSA. The Wisconsin court, in its opinion, specifically disagreed with the unfavorable Sixth Circuit decision in Donovan v. Brandel, 736 F.2d 1114 (1984), which held that agricultural workers who rowed and blocked cucumber vines and then picked the cucumbers were independent contractors. On September 30, 1986, the court entered summary judgment in favor of the Secretary on the remaining issues in the case, finding that the employer should be enjoined from violating the minimum wage and child labor provisions of the FLSA.

In Brock v. McGee Brothers Co., Inc., No. C-C-86-173P (W.D. N.C.), the Department has sued to enjoin McGee Brothers, a masonry company owned by members of the Shiloh True Light Church of Christ, from violating the minimum wage, overtime, record-keeping, and child labor provisions of the FLSA. Child labor infractions involved violations of Child Labor Regulation 3 which, among other things, proscribes employment of children under 16 in the construction industry. Children are employed in its multi-million dollar construction business, according to

McGee, as part of the "vocational training program" of the Shiloh Church. McGee's defense is that the FLSA as applied to it violates the free exercise and establishment clauses of the Constitution.

In Brock v. Harris of Pine Mills, 85-CLA-27, an administrative case, at issue is whether children under the age of 18 can lawfully operate power driven woodworking machinery. The employer claims that the use of the machinery is part of a vocational training school operated by a religious institution.

Certificates Under Section 14 of the Fair Labor Standards Act

Section 14 of FLSA provides for the employment of certain categories of workers at wage rates less than the statutory minimum wage in order to prevent the curtailment of opportunities for employment of these workers. The categories of workers include learners, students, apprentices, messengers, and handicapped workers. Authorization to pay lower minimum wages is granted by certificates under regulations which set forth the terms and conditions for the issuance of such certificates.

Certification trends - In fiscal year 1986, the number of workers employed under subminimum wage certificates decreased by 6 percent from the previous year. Workers certified under section 14(a) (learners, student-learners, apprentices, and messengers) decreased by 7 percent (Table 5). The number of full-time students authorized under section 14(b) decreased by 27 percent. There was a 10 percent increase in the number of handicapped workers authorized for employment under section 14(c).

It should be noted that, during fiscal year 1986, the Wage and Hour Division implemented an automated system for issuing certificates under section 14. Because of the difficulties attendant in adopting a new system, not all regional offices were able to process all applications for certificates by year-end. Thus, some of the figures for the fiscal year are estimates. However, the certification trends evident over the last several years continued: certifications under sections 14(a) and (b) declined while those under section 14(c) increased.

Section 14(a): learners, student-learners, student-workers apprentices, and messengers - Ten establishments were issued subminimum wage certificates authorizing the employment of learners in fiscal year 1986. A total of 151 workers were authorized to be employed under these certificates.

The number of student-learner certificates issued was 1,704, down from 1,861 during the previous fiscal year. A student-learner is one who attends an accredited school, college, or university and who is employed part time in a bona fide training program for which he or she receives educational credit.

Section 14(b): full-time students - A full-time student under this section of the law is one who receives primarily daytime instruction at a bona fide educational institution and may be employed in agriculture or a retail or service establishment at a subminimum wage rate. In addition, a full-time student of an institution of higher education may be employed by such institution under this provision of the Act. The number of full-time student certificates issued under the provisions of section 14(b) decreased from 20,958 in fiscal year 1985 to 16,185 in fiscal year 1986. The number of students employed under these certificates decreased from 195,831 to 143,739 during this period.

Of the 16,185 certificates issued, 15,632 went to retail or service establishments, a decrease of 4,721 from fiscal year 1985. The certificates to retail or service employers authorized the employment of 121,154 full-time students. In agriculture and in educational institutions, 3,350 and 19,235 full-time students, respectively, were authorized.

Section 14(c): handicapped workers - The employment of handicapped workers with impaired productivity at lower minimum wages is governed by separate regulations for competitive industry, non-profit sheltered workshops, and hospitals and institutions.

Handicapped worker certificates issued in competitive industry in effect at the close of fiscal year 1986 totaled 4,600 as compared with 5,008 in effect in fiscal year 1985 (Table 6). These figures include temporary certificates for trainees issued by State vocational rehabilitation agencies and the Veterans Administration under the authorization of the Department of Labor.

Handicapped workers employed in certified sheltered workshops at the end of fiscal year 1986 totaled 259,696, a 6 percent increase over the 245,043 employed in fiscal year 1985. The number of certified sheltered workshops increased by 5 percent in fiscal year 1986, from 5,120 to 5,401.

Of the 259,696 handicapped workers employed in sheltered workshops, 62 percent were employed in work activities centers, as compared to 73 percent in fiscal year 1985. These centers provide therapy, training, and work for handicapped persons whose productive capabilities are very limited.

The patient-worker certification program applies to patients who work for the facilities from which they receive treatment or care, but are not capable of producing at a competitive level. At the close of fiscal year 1986, private hospitals and institutions held certificates applicable to 16,962 patient workers.

On October 16, 1986, President Reagan signed Public Law 99-486 amending section 14(c) of FLSA. This legislation simplifies the certification process under section 14(c) by eliminating five different types of certificates now issued to sheltered work-

shops. As a result, there will no longer be a legal distinction between work activity centers and other sheltered workshop programs. This legislation also eliminates guaranteed minimum wage rates paid to handicapped workers and now only requires that such workers receive wages commensurate with their productivity. Since the guaranteed minimum wage rate applied to relatively few workers, the impact of this legislation on worker's wages is expected to be small.

In addition, the bill establishes a process whereby any employee paid a subminimum wage rate under section 14(c) can petition the Secretary for a review of such wage rate by an Administrative Law Judge in a formal hearing.

Certification of Industrial Homework Under Section 11 (d) of the Fair Labor Standards Act

Section 11(d) of the Fair Labor Standards Act authorizes the Secretary of Labor to issue rules which regulate, restrict, or prohibit industrial homework in order to safeguard the Act's minimum wage requirements.

The Secretary's regulations currently restrict the employment of homeworkers in six industries to individuals who are handicapped and cannot adjust to factory work or are required to remain at home to care for an invalid. The six industries so restricted are: women's apparel, jewelry, gloves and mittens, buttons and buckles, handkerchiefs, and embroideries. The number of individual certificates granted during fiscal year 1986 was 155, the same as in fiscal year 1985.

In the knitted outerwear industry, employment of homeworkers is permitted provided the employer first obtains a certificate from the Department of Labor authorizing such employment. Any knitted outerwear employer who does not obtain such a certificate remains subject to the current restrictions requiring individual homeworker certificates for the employment of industrial homeworkers. A total of 62 employers were certified to employ homeworkers in the knitted outerwear industry in fiscal year 1986.

Following rulemaking and litigation in prior years, the Department published for public comment a proposed rule in the Federal Register on August 21, 1986 (51 FR 30036), which would lift the restrictions on employment of homeworkers in the six industries where such restrictions remain in effect. Under the proposal, a certification program similar to that in the knitted outerwear industry would be implemented. Any employer in these industries who wishes to hire homeworkers would be permitted to do so once a certificate is issued by the Department of Labor. Any such employers who do not first obtain a certificate would not be permitted to legally employ homeworkers (other than those homeworkers issued special certificates as discussed above) and would continue to be subject to the existing restrictions and

sanctions provided by the FLSA. The period for public comment closed December 4, 1986. The Department has reviewed the roughly 19,000 comments submitted on the proposal and is now proceeding to make decisions concerning further rulemaking.

Minimum Wage Standards in American Samoa

Industry minimum wage rates for American Samoa are reviewed biennially by an industry committee (comprised of persons representing employers, labor, and the public) appointed by the Secretary of Labor. On the basis of evidence regarding economic and competitive conditions submitted at public hearings, the committee recommends to the Secretary of Labor the highest minimum wage rates which will not substantially curtail employment and will not give industries in American Samoa a competitive advantage over similar industries on the mainland.

Industry Committee No. 17 was convened in American Samoa from April 28 through May 2, 1986. The Department of Labor published the Wage Order approved by the committee in the Federal Register on June 20, 1986, with an effective date of July 7, 1986.

That Industry Committee recommended wage increases under the Fair Labor Standards Act that would bring the minimum rates for all covered industries in American Samoa, in a series of steps, up to the United States mainland minimum of \$3.35 by April of 1988. This action resulted in a series of court actions and petitions filed by the American Samoa government and the tuna canning industry against the Department for relief from these higher rates.

In response to the concerns of these parties, Congress enacted legislation nullifying the findings of Industry Committee No. 17. On August 27, 1986, President Reagan signed the Insular Areas Regulation Act. (See page 2 for a discussion of Public Law 99-396.) As a result, another industry committee was convened during fiscal year 1987 to review the wage rates in American Samoa.

Committee No. 18, which met in June 1987, recommended wage rate increases in 9 of the 15 industry categories in American Samoa covered by the FLSA. Tuna canning continues to be the dominant industry, accounting for almost 70 percent of the employment in the private sector. A minimum wage rate of \$2.82 applies in tuna canning, with stevedoring operations having an applicable minimum rate of \$2.90 an hour. The lowest FLSA minimum wage rates in the territory are \$1.84 an hour for private educational institutions and \$1.85 an hour for hotels, traditional government employment and covered businesses in the miscellaneous activities classification.

Youth Employment Standards

FLSA investigations conducted during fiscal year 1986 disclosed 12,662 minors employed contrary to the child labor provisions in 2,706 establishments. Of this total number of minors, 12,361 were found employed in nonagricultural occupations, 952 of whom were under age 14. The 14- and 15-year-olds employed in violation numbered 7,788, and 16- and 17-year-olds employed in violation totaled 3,621.

Almost three-quarters (9,064) of the minors found illegally employed during fiscal year 1986 worked for retail trade employers. Almost 58 percent (5,235) of such minors were found to be employed in the food service industry.

Of the 12,662 minors found to be illegally employed, 4,671 minors, or almost 37 percent of the total, were employed in violation of one or more of the nonagricultural occupations declared hazardous by the Secretary of Labor. As indicated in Table 7, Hazardous Orders Numbers 10, 11, and 12 were most frequently violated.

Of the 301 minors found in violation of agricultural employment standards, 53 were under age ten, 82 were 10- or 11-years-old, 129 were aged 12 or 13, and 37 were 14- or 15-year-olds. The 14- and 15-year-olds, as well as some of the younger persons, were employed contrary to the hazardous agricultural occupations order which requires a 16-year minimum age.

The child labor civil money penalty -- section 16(e) of FLSA -- provides that employers may be assessed a civil money penalty up to \$1,000 for each violation of the child labor provisions. As shown in Table 8, civil money penalty assessments for child labor violations amounted to \$1,492,195 for 9,758 minors in 843 establishments. A total of 161 exceptions to the notices of penalty were filed by employers.

The Work Experience and Career Exploration Program (WECEP), which provides an exception from the employment standards of Child Labor Regulation No. 3, is a school-supervised and school-administered program for 14- and 15-year-old youths who are potential school dropouts. The objectives of the program are to reorient and motivate students toward education and/or to prepare them for the world of work, while they continue to stay in school and accumulate credits toward graduation. Currently, 17 states and the District of Columbia are approved to operate WECEP programs.

Management Information System

The Wage and Hour Division's Management Information System (WHMIS) completed its fourth year of operation as of the end of fiscal year 1986. WHMIS, which has been developed as a series of computer subsystems linked together utilizing a data base man-

agement system, now provides automated support for both national office executives as well as regional and area office managers. The system has been designed to track case activity and to maintain statistical accounting for all program accomplishments. One major improvement completed during FY 1986 now enables WHMIS to track and issue certificates authorizing establishments to pay special wage rates to full-time students, handicapped workers, patient workers, and workers in sheltered workshops who are employed under the Section 14 provisions of the FLSA.

Additional areas being studied for possible computer assistance include the issuance and tracking of civil money penalties for the child labor program and the collection and disbursement of back wage payments made at Wage Hour regional offices.

Informational and Educational Activities

The Office of Information and Consumer Affairs provided informational support for the Fair Labor Standards Act by issuing various press releases, fact sheets and additional copies of the FLSA regulations for State and Local Governments. It also disseminated press releases on changes in FLSA recordkeeping and proposed changes in industrial homework regulations. A special press release went out on minimum wage changes in American Samoa. When pending changes to FLSA regulations are made final, pertinent revised publications will be issued.

Table 1. Enforcement under the Fair Labor Standards Act, by industry division, fiscal year 1986

Industry division	Number of				Amount of underpayment		
	Investi- gations	Employees owed unpaid		Overtime	(in millions)		
		wages (in thousands)			Minimum	Minimum	Overtime
		Unduplica- ted count	Minimum wage				
All industries	72,641	449.7	167.4	317.1	\$121.7	\$29.0	\$92.7
Private sector	72,058	438.4	160.2	312.9	120.2	28.1	92.1
Agriculture	3,989	15.4	8.1	7.8	3.7	1.9	1.8
Mining	540	3.9	1.0	3.5	2.7	.4	2.3
Construction	9,595	73.3	9.6	67.2	24.0	2.1	21.9
Manufacturing	5,676	37.8	12.6	28.6	11.4	2.8	8.6
Transportation and public utilities	3,278	17.8	6.7	12.3	7.6	2.0	5.6
Wholesale trade	3,093	10.9	2.4	9.4	4.3	.6	3.7
Retail trade	25,644	142.1	75.3	81.5	31.3	9.7	21.6
Finance, insurance, and real estate	2,691	11.9	2.9	10.1	3.8	1.0	2.8
Services	17,552	125.3	41.8	92.5	31.4	7.6	23.8
Public sector	583	11.3	7.2	4.2	1.5	.9	.6

NOTE: Details may not add to totals due to rounding.

Table 2. Enforcement under the Fair Labor Standards Act, by industry division, fiscal year 1985

Industry division	Number of				Amount of underpayment		
	Investi- gations	Employees owed unpaid wages (in thousands)	Unduplica- ted count	Minimum wage	Overtime compen- sation	Total	Minimum wage
							Overtime compen- sation
All industries	67,124	397.4	166.8	268.7	\$108.9	\$29.5	\$79.4
Private sector	67,051	397.3	166.8	268.6	108.8	29.4	79.4
Agriculture	3,800	18.5	12.7	6.4	3.9	2.5	1.4
Mining	557	3.8	.8	3.4	2.4	.3	2.0
Construction	8,038	57.9	10.0	52.0	18.2	2.2	16.0
Manufacturing	5,271	37.9	12.7	29.1	11.9	3.8	8.2
Transportation and public utilities	2,905	13.4	4.9	9.4	6.3	1.6	4.8
Wholesale trade	2,730	11.6	3.3	9.4	5.3	1.0	4.3
Retail trade	25,253	131.1	74.0	72.0	29.2	9.4	20.0
Finance, insurance, and real estate	2,429	9.4	2.7	7.5	2.8	.8	2.0
Services	16,068	113.6	45.7	79.3	28.7	7.8	20.9
Public sector	73	.1	1/	.1	.1	.1	1/

1/ less than \$50,000.

NOTE: Details may not add to totals due to rounding. Table presents revised FY 1985 statistics based on final WHMIS data.

Table 3. Employer agreements to pay minimum wages and overtime compensation found due under the provisions of the Fair Labor Standards Act, by industry division, fiscal year 1986

Industry division	:Employer agreements to pay			: Wages agreed to be paid		
	:Number of employees (in thous.)			: Amount (in millions)		
	:Unduplica- :ted count	:Minimum : wage	: Overtime : compen- : sation	: Total	: Minimum : wage	: Overtime : compen- : sation
All industries	397.5	150.6	274.9	\$93.3	\$21.8	\$71.5
Private sector	386.3	143.5	270.8	91.9	20.9	71.0
Agriculture	12.2	6.4	6.1	2.6	1.3	1.3
Mining	2.5	.6	2.2	1.9	.3	1.6
Construction	60.6	7.6	55.2	18.3	1.7	16.6
Manufacturing	35.0	12.2	25.8	9.0	2.4	6.6
Transportation and public utilities	13.8	5.5	9.2	4.4	1.2	3.2
Wholesale trade	10.1	2.4	8.4	4.1	.8	3.3
Retail trade	132.7	71.0	74.4	25.8	7.8	18.0
Finance, insurance, and real estate	10.3	2.3	8.8	2.8	.6	2.2
Services	109.1	35.5	80.7	23.0	4.8	18.2
Public sector	11.1	7.1	4.1	1.4	.8	.6

NOTE: Details may not add to totals due to rounding.

Table 4. Employer agreements to pay minimum wages and overtime compensation found due under the provisions of the Fair Labor Standards Act, by industry division, fiscal year 1985

Industry division	:Employer agreements to pay			: Wages agreed to be paid		
	:Number of employees (in thous.)			: Amount (in millions)		
	: Unduplica- : ted count	: Minimum : wage	: Overtime : compen- : sation	: Total	: Minimum : wage	: Overtime : compen- : sation
All industries	347.7	139.7	239.9	\$80.7	\$19.1	\$61.6
Private sector	347.6	139.7	239.8	80.6	19.0	61.6
Agriculture	15.4	9.3	6.6	2.8	1.6	1.2
Mining	4.2	.6	4.0	2.3	.2	2.0
Construction	46.3	7.7	41.0	13.1	1.4	11.7
Manufacturing	31.3	8.6	25.5	7.8	1.5	6.3
Transportation and public utilities	11.5	4.0	8.2	3.6	.9	2.7
Wholesale trade	10.1	2.7	8.2	3.8	.5	3.3
Retail trade	117.4	64.2	66.0	23.5	7.1	16.3
Finance, insurance, and real estate	8.7	2.7	6.8	2.6	.8	1.7
Services	102.7	39.9	73.6	21.2	4.9	16.3
Public sector	.1	1/	.1	.1	.1	1/

1/ Less than 50 employees or \$50,000.

NOTE: Details may not add to totals due to rounding. Table presents revised FY 1985 statistics based on final WHMIS data.

Table 5. Certificates granting a partial minimum wage exemption and employment authorized under Sections 14(a) and 14(b) of the Fair Labor Standards Act, fiscal years 1985 and 1986

Section and type of certification	Certificates		Employment authorized	
	FY 1985	FY 1986	FY 1985	FY 1986
Section 14(a)				
Learner	11	10	139	151
Student-learner	1,861	1,704	1,861	1,704
Student-worker	—	—	—	—
Apprentice 1/ Messenger	1	—	1	—
	—	—	—	—
Section 14(b)				
Full-time student 2/ Institutions of higher education	20,958	16,185	195,831	143,739
	238 3/	121	35,700 3/	19,235
Retail and service establishments	20,353	15,632	157,290	121,154
Agriculture	367	432	2,841	3,350

1/ The apprentice certificates were granted in Puerto Rico.

2/ Data for the number of full-time students are not available. However, the data shown are based on the assumption that, on the average, each certificate authorized the employment of about 7.75 full-time students at subminimum rates in retail, service and agriculture, and a factor of 159 full-time students in FY 1986 and 150 full-time students in FY 1985 in institutions of higher education.

3/ Includes private institutions only.

Table 6. Certificates granting a partial minimum wage exemption and employment authorized under Section 14(c) of the Fair Labor Standards Act, fiscal years 1985 and 1986

Type of certificate	Certificates		Employment authorized	
	FY 1985	FY 1986	FY 1985	FY 1986
Handicapped workers				
Competitive industry	5,008	4,600	5,008	4,600
Sheltered workshops	5,120 1/	5,401 1/	245,043	259,178
Patient workers in hospitals and institutions	190 2/	217	4,726 2/	16,962

1/ Unduplicated count of certificated sheltered workshops.

2/ Includes private hospitals only.

Note: Data for FY1986 are estimates.

Table 7. Minors illegally employed in nonagricultural occupations declared hazardous under the child labor provisions of the Fair Labor Standards Act, by hazardous order violated, fiscal year 1986

Hazardous occupations order	: <u>Minors illegally employed</u>	
	: Number	: Percent
Order No. 10, Slaughtering, meat packing or processing, or rendering (including retail/service establishments)	1,331	28
Order No. 11, Power-driven bakery machines	1,157	25
Order No. 12, Power-driven paper products machines	813	17
Order No. 2, Motor vehicle driver or helper	644	14
Order No. 7, Power-driven hoisting apparatus	241	5
Other hazardous orders (balance of 17 orders)	<u>485</u>	<u>10</u>
Total	4,671	100

NOTE: There is some duplication in figures since certain minors were employed in violation of more than one hazardous order. Due to rounding, the sum of the percentages does not equal 100 percent.

Table 8. Assessments for child labor violations under the civil money penalty provisions of the Fair Labor Standards Act, by industry, fiscal year 1986

Industry	: Number of :		Amount
	: Assessments	: Minors	: assessed
Agriculture, forestry/fishing	23	342	\$ 25,830
Construction	50	103	30,805
Manufacturing	77	397	72,775
Wholesale trade	23	198	46,855
Retail trade	565	6,992	1,151,995
Services	87	1,382	139,315
Other	<u>18</u>	<u>344</u>	<u>24,620</u>
Total	843	9,758	\$1,492,195

COVERAGE ESTIMATES UNDER THE FAIR LABOR STANDARDS ACT

In September 1986, 109.9 million persons were employed in the civilian labor force. Of this total, 9.4 million were self-employed and .4 million were unpaid family members, leaving a net of 100.1 million employed as wage and salary workers. The estimated 105.0 million shown in Table 9 is derived from establishment payroll data coupled with the inclusion of private household workers, an average of agricultural employment, and other adjustments.

Minimum Wage

As of September 1986, 74.7 million nonsupervisory employees were subject to the minimum wage provisions of the Fair Labor Standards Act, and they represented 90 percent of the employed nonsupervisory workforce, excluding outside sales-workers. All 10.3 million nonsupervisory employees in the public sector were subject to the minimum wage provisions. In the private sector, 64.4 million or 89 percent of the nonsupervisory employees, excluding outside sales-workers, were subject to the minimum wage. Of the 10.7 million workers not subject to the minimum wage, 37 percent were employed in service industries (except private households), 23 percent in retail trade, 12 percent in finance, insurance and real estate, 10 percent in wholesale trade and 9 percent in agriculture.

Of the 74.7 million covered employees, 35.7 million were female, 39.0 million were male, 65.5 million were white and 9.2 million were of black and other minority races (Table 10). In relative terms, however, differences in the proportions covered among these groups were slight.

Overtime

Due to various statutory exemptions, fewer employees are subject to the overtime compensation provisions of FLSA than are subject to the minimum wage provisions. An estimated 69.6 million nonsupervisory employees were covered by the overtime provisions of the Act in September 1986, and employers were required to pay these employees not less than one and one-half times their regular rates of pay for all hours worked over 40 in a workweek (Table 12). In the private sector, 60.3 million, or 83 percent of the nonsupervisory employees, were subject to the overtime provisions.

Exemptions from Minimum Wage and Overtime

An estimated 12.9 million nonsupervisory employees were exempt from the minimum wage and/or overtime compensation provisions of FLSA in September 1986 (Table 14). Private sector industries accounted for all the nonsupervisory employees (7.9 million) who were exempt from both the minimum wage and overtime provisions of

FLSA. Among these latter, 2.4 million (31 percent) were employed in the retail trade industry, 1.4 million (18 percent) in service industries, and another 3.1 million (39 percent) were almost equally divided between three major industries: 1) agriculture, 2) finance, insurance, and real estate, and 3) wholesale trade.

An estimated 4.1 million employees in the private sector and .9 million in the public sector were exempt from only the overtime compensation provisions of FLSA. The vast majority of the exempt private sector employees (96 percent) were in categories in which a full overtime exemption applied and were employed in transportation, retail trade, and agriculture industries.

TABLE 9. ESTIMATED NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE MINIMUM WAGE PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY INDUSTRY, UNITED STATES, SEPTEMBER 1986

(IN THOUSANDS)

INDUSTRY DIVISION	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE				NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA
	TOTAL	ACTIVITIES GENERALLY EXEMPT UNDER SECTION 13(A)(1) OF FLSA 1/		NON-SUPERVISORY EMPLOYEES EXCLUDING OUTSIDE SALES-WORKERS	TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS 2/	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS	
		EXECUTIVE, ADMINISTRATIVE, AND PROFESSIONAL PERSONNEL	OUTSIDE SALES-WORKERS					
ALL INDUSTRIES	105,021	19,604	2,726	82,691	74,680	47,630	27,050	10,737
PRIVATE SECTOR	87,917	12,783	2,726	72,408	64,397	47,630	16,767	10,737
AGRICULTURE 3/	1,649	85		1,564	602		602	962
MINING	748	93		655	651	651		4
CONTRACT CONSTRUCTION	5,321	534	5	4,782	4,765	3,973	792	22
MANUFACTURING	19,303	2,250	391	16,662	16,581	16,478	103	472
TRANSPORTATION AND PUBLIC UTILITIES	5,369	611	7	4,751	4,727	4,649	78	31
WHOLESALE TRADE	5,881	837	997	4,047	4,023	3,774	249	1,021
RETAIL TRADE	18,173	1,816	166	16,191	13,931	7,109	6,822	2,426
FINANCE, INSURANCE, AND REAL ESTATE	6,399	926	1,113	4,360	4,150	3,988	162	1,323
SERVICE INDUSTRIES (EXCEPT PRIVATE HOUSEHOLDS) 4/	23,530	5,631	47	17,852	13,942	7,008	6,934	3,957
PRIVATE HOUSEHOLDS	1,544			1,544	1,025		1,025	519
PUBLIC SECTOR	17,104	6,821		10,283	10,283		10,283	
FEDERAL GOVERNMENT	2,881	536		2,345	2,345		2,345	
STATE AND LOCAL GOVERNMENT 4/	14,223	6,285		7,938	7,938 5/		7,938	

SEE NEXT PAGE FOR FOOTNOTES.

FOOTNOTES FOR TABLE 9 -- MINIMUM WAGE STATUS OF EMPLOYEES, BY INDUSTRY

- 1/ SECTION 13(A)(1) EXEMPTS FROM THE MINIMUM WAGE AND OVERTIME PROVISIONS OF THE FAIR LABOR STANDARDS ACT '...ANY EMPLOYEE EMPLOYED IN A BONA FIDE EXECUTIVE, ADMINISTRATIVE, OR PROFESSIONAL CAPACITY (INCLUDING ANY EMPLOYEE IN THE CAPACITY OF ACADEMIC ADMINISTRATIVE PERSONNEL, OR TEACHER IN ELEMENTARY OR SECONDARY SCHOOLS), OR IN THE CAPACITY OF OUTSIDE SALESMAN...' INCLUDED ARE ALL EMPLOYEES IN THE SPECIFIED ACTIVITIES WHETHER EMPLOYED IN COVERED OR NONCOVERED ESTABLISHMENTS.
- 2/ RELATES TO CURRENTLY EMPLOYED WORKERS WHO WOULD HAVE BEEN SUBJECT UNDER CRITERIA IN EFFECT PRIOR TO THE 1966 AMENDMENTS.
- 3/ ESTIMATES FOR AGRICULTURE ARE BASED ON AVERAGE EMPLOYMENT FOR THE TEN-MONTH ACTIVE SEASON. FOR JULY 1986, A PEAK EMPLOYMENT PERIOD, THE ESTIMATE FOR TOTAL HIRED FARM LABOR WAS 2,024,000; FOR NONSUPERVISORY EMPLOYMENT, 1,925,000; FOR SUBJECT EMPLOYMENT, 724,000.
- 4/ ESTIMATES FOR EDUCATIONAL SERVICES RELATE TO OCTOBER 1986.
- 5/ ESTIMATED EMPLOYMENT SUBJECT TO THE MINIMUM WAGE REFLECTS THE FEBRUARY 1985 SUPREME COURT DECISION IN GARCIA.

TABLE 10. ESTIMATED NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY SEX AND RACE, UNITED STATES, SEPTEMBER 1986

RACE AND SEX	TOTAL NUMBER OF NONSUPERVISORY EMPLOYEES 1/	NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA
		TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS 2/	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS	
TOTAL	85,417	74,680	47,630	27,050	10,737
WHITE	75,125	65,449	42,549	22,900	9,676
BLACK AND OTHER	10,292	9,231	5,081	4,150	1,061
BLACK	9,373	8,408	4,638	3,770	965
MALES	44,734	39,007	26,432	12,575	5,727
WHITE	39,453	34,241	23,388	10,853	5,212
BLACK AND OTHER	5,281	4,766	3,044	1,722	515
BLACK	4,859	4,386	2,823	1,563	473
FEMALES	40,683	35,673	21,198	14,475	5,010
WHITE	35,672	31,208	19,161	12,047	4,464
BLACK AND OTHER	5,011	4,465	2,037	2,428	546
BLACK	4,514	4,022	1,815	2,207	492

1/ ALL EMPLOYED WAGE AND SALARY WORKERS ARE INCLUDED EXCEPT ACADEMIC ADMINISTRATIVE PERSONNEL AND TEACHERS IN ELEMENTARY AND SECONDARY SCHOOLS, AND EXECUTIVE, ADMINISTRATIVE, AND PROFESSIONAL EMPLOYEES IN ALL OTHER ACTIVITIES.

2/ RELATES TO CURRENTLY EMPLOYED WORKERS WHO WOULD HAVE BEEN SUBJECT UNDER CRITERIA IN EFFECT PRIOR TO THE 1966 AMENDMENTS.

TABLE 11. ESTIMATED NUMBER OF WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE MINIMUM WAGE PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY REGION AND STATE, SEPTEMBER 1986

(IN THOUSANDS)

REGION AND STATE	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE	NONSUPERVISORY EMPLOYEES INCLUDING OUTSIDE SALESMEN ^{1/}	NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA
			TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS ^{2/}	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS ^{2/}	
UNITED STATES..	105,021	85,417	74,680	47,630	27,050	10,737
ATLANTA.....	17,398	14,252	12,413	7,919	4,493	1,839
ALABAMA.....	1,516	1,237	1,082	670	412	154
FLORIDA.....	4,652	3,795	3,314	2,049	1,265	481
GEORGIA.....	2,739	2,249	1,968	1,287	681	281
KENTUCKY.....	1,348	1,103	928	577	351	175
MISSISSIPPI.....	931	757	665	386	279	92
NORTH CAROLINA.....	2,788	2,302	2,004	1,354	650	298
SOUTH CAROLINA.....	1,374	1,129	986	646	339	144
TENNESSEE.....	2,051	1,679	1,465	949	516	214
BOSTON.....	6,420	5,242	4,617	2,987	1,629	625
CONNECTICUT.....	1,665	1,368	1,210	829	381	158
MAINE.....	493	401	344	203	141	57
MASSACHUSETTS.....	3,070	2,500	2,215	1,424	791	285
NEW HAMPSHIRE.....	497	408	355	223	133	52
RHODE ISLAND.....	453	368	325	215	110	43
VERMONT.....	242	197	167	95	73	30
CHICAGO.....	20,248	16,470	14,536	9,569	4,966	1,934
ILLINOIS.....	5,157	4,191	3,746	2,515	1,230	446
INDIANA.....	2,345	1,919	1,683	1,116	567	236
MICHIGAN.....	3,703	2,999	2,673	1,752	922	326
MINNESOTA.....	2,123	1,729	1,500	954	546	228
OHIO.....	4,703	3,830	3,385	2,255	1,130	445
WISCONSIN.....	2,217	1,802	1,548	977	571	254
DALLAS.....	11,445	9,328	8,185	5,176	3,008	1,144
ARKANSAS.....	901	738	642	389	253	96
LOUISIANA.....	1,738	1,408	1,232	762	469	177
NEW MEXICO.....	552	442	383	210	172	59
OKLAHOMA.....	1,302	1,050	918	543	374	133
TEXAS.....	6,950	5,689	5,011	3,272	1,739	678

See footnotes at end of table.

TABLE 11. ESTIMATED NUMBER OF WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE MINIMUM WAGE PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY REGION AND STATE, SEPTEMBER 1986

(IN THOUSANDS)-Continued

REGION AND STATE	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE	NONSUPERVISORY EMPLOYEES INCLUDING OUTSIDE SALESWORKERS ^{1/}	NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA
			TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS ^{2/}	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS ^{2/}	
DENVER.....	3,319	2,683	2,291	1,340	951	392
COLORADO.....	1,527	1,241	1,101	678	423	140
MONTANA.....	316	252	200	99	101	52
NORTH DAKOTA.....	295	236	189	95	94	47
SOUTH DAKOTA.....	286	229	179	91	87	51
UTAH.....	665	540	468	287	182	72
WYOMING.....	230	185	155	90	65	30
KANSAS CITY.....	5,215	4,234	3,600	2,225	1,375	634
IOWA.....	1,213	983	793	474	319	190
KANSAS.....	1,066	861	732	444	287	129
MISSOURI.....	2,211	1,805	1,593	1,026	567	213
NEBRASKA.....	726	585	483	281	202	102
NEW YORK.....	11,976	9,666	8,431	5,633	2,798	1,235
NEW JERSEY.....	3,619	2,947	2,567	1,756	811	381
NEW YORK.....	8,357	6,719	5,864	3,877	1,987	855
PHILADELPHIA.....	11,300	9,177	8,105	4,960	3,145	1,073
DELAWARE.....	304	249	219	146	73	30
DISTRICT OF COLUMBIA.....	668	532	493	197	296	38
MARYLAND.....	1,960	1,581	1,392	811	580	189
PENNSYLVANIA.....	5,183	4,231	3,711	2,443	1,268	520
VIRGINIA.....	2,542	2,065	1,834	1,089	745	232
WEST VIRGINIA.....	644	520	456	273	183	64
SAN FRANCISCO.....	14,030	11,385	9,973	6,313	3,660	1,412
ARIZONA.....	1,285	1,044	939	579	360	105
CALIFORNIA.....	11,804	9,588	8,357	5,365	2,992	1,231
HAWAII.....	464	376	331	164	167	45
NEVADA.....	476	378	346	205	141	32

See footnotes at end of table.

TABLE 11. ESTIMATED NUMBER OF WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE MINIMUM WAGE PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY REGION AND STATE, SEPTEMBER 1986

(IN THOUSANDS)-Continued

REGION AND STATE	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE	NONSUPERVISORY EMPLOYEES INCLUDING OUTSIDE SALESWORKERS ^{1/}	NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE MINIMUM WAGE PROVISIONS OF THE FLSA
			TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS ^{2/}	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS ^{2/}	
SEATTLE.....	3,670	2,979	2,530	1,506	1,024	449
ALASKA.....	242	194	169	100	69	25
IDAHO.....	395	322	258	143	115	64
OREGON.....	1,164	943	805	476	329	137
WASHINGTON.....	1,868	1,520	1,298	788	510	222

^{1/} SECTION 13(A)(1) EXEMPTS FROM THE MINIMUM WAGE AND OVERTIME PROVISIONS OF THE FAIR LABOR STANDARDS ACT "ANY EMPLOYEE IN A BONA FIDE EXECUTIVE, ADMINISTRATIVE, OR PROFESSIONAL CAPACITY (INCLUDING ANY EMPLOYEE EMPLOYED IN THE CAPACITY OF ACADEMIC ADMINISTRATIVE PERSONNEL, OR TEACHER IN ELEMENTARY OR SECONDARY SCHOOLS), OR IN THE CAPACITY OF OUTSIDE SALESMAN...."

^{2/} RELATES TO CURRENTLY EMPLOYED WORKERS WHO WOULD HAVE BEEN SUBJECT UNDER CRITERIA IN EFFECT AT THE TIME OF THE AMENDMENTS.

NOTE: DETAILS MAY NOT ADD TO TOTALS DUE TO ROUNDING.

TABLE 12. ESTIMATED NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE OVERTIME COMPENSATION PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY INDUSTRY, UNITED STATES, SEPTEMBER 1986

(IN THOUSANDS)

INDUSTRY DIVISION	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE				NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA 3/
	TOTAL	ACTIVITIES GENERALLY EXEMPT UNDER SECTION 13(A)(1) OF FLSA 1/		NON-SUPERVISORY EMPLOYEES EXCLUDING OUTSIDE SALES-WORKERS	TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS 2/	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS	
		EXECUTIVE, ADMINISTRATIVE, AND PROFESSIONAL PERSONNEL	OUTSIDE SALES-WORKERS					
ALL INDUSTRIES	105,021	19,604	2,726	82,691	69,630	44,439	25,191	15,787
PRIVATE SECTOR	87,917	12,783	2,726	72,408	60,264	44,439	15,825	14,870
AGRICULTURE 4/	1,649	85		1,564				1,564
MINING	748	93		655	645	640	5	10
CONTRACT CONSTRUCTION	5,321	534	5	4,782	4,721	3,944	777	66
MANUFACTURING	19,303	2,250	391	16,662	16,363	15,913	450	690
TRANSPORTATION AND PUBLIC UTILITIES	5,369	611	7	4,751	3,073	2,964	109	1,685
WHOLESALE TRADE	5,881	837	997	4,047	3,815	3,524	291	1,229
RETAIL TRADE	18,173	1,816	166	16,191	12,773	6,593	6,180	3,584
FINANCE, INSURANCE, AND REAL ESTATE	6,399	926	1,113	4,360	4,149	3,987	162	1,324
SERVICE INDUSTRIES (EXCEPT PRIVATE HOUSEHOLDS) 5/	23,530	5,631	47	17,852	13,803	6,874	6,929	4,096
PRIVATE HOUSEHOLDS	1,544			1,544	922		922	622
PUBLIC SECTOR	17,104	6,821		10,283	9,366		9,366	917
FEDERAL GOVERNMENT	2,881	536		2,345	2,286		2,286	59
STATE AND LOCAL GOVERNMENT 5/	14,223	6,285		7,938	7,080 6/		7,080	858

FOOTNOTES FOR TABLE 12 -- OVERTIME COMPENSATION STATUS OF EMPLOYEES, BY INDUSTRY

- 1/ SECTION 13(A)(1) EXEMPTS FROM THE MINIMUM WAGE AND OVERTIME PROVISIONS OF THE FAIR LABOR STANDARDS ACT '...ANY EMPLOYEE EMPLOYED IN A BONA FIDE EXECUTIVE, ADMINISTRATIVE, OR PROFESSIONAL CAPACITY (INCLUDING ANY EMPLOYEE IN THE CAPACITY OF ACADEMIC ADMINISTRATIVE PERSONNEL, OR TEACHER IN ELEMENTARY OR SECONDARY SCHOOLS), OR IN THE CAPACITY OF OUTSIDE SALESMAN...' INCLUDED ARE ALL EMPLOYEES IN THE SPECIFIED ACTIVITIES WHETHER EMPLOYED IN COVERED OR NONCOVERED ESTABLISHMENTS.
- 2/ RELATES TO CURRENTLY EMPLOYED WORKERS WHO WOULD HAVE BEEN SUBJECT UNDER CRITERIA IN EFFECT PRIOR TO THE 1966 AMENDMENTS.
- 3/ INCLUDES WORKERS WHO ARE EXEMPT FROM PREMIUM PAYMENT FOR OVERTIME FOR PART OF THE YEAR OR WHOSE WORKWEEK STANDARD EXCEEDS 40 HOURS PER WEEK.
- 4/ ESTIMATES FOR AGRICULTURE ARE BASED ON AVERAGE EMPLOYMENT FOR THE TEN-MONTH ACTIVE SEASON.
- 5/ ESTIMATES FOR EDUCATIONAL SERVICES RELATE TO OCTOBER 1986.
- 6/ ESTIMATED EMPLOYMENT SUBJECT TO OVERTIME COMPENSATION REFLECTS THE FEBRUARY 1985 SUPREME COURT DECISION IN GARCIA.

TABLE 13. ESTIMATED NUMBER OF WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE OVERTIME COMPENSATION PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY REGION AND STATE, SEPTEMBER 1986

(IN THOUSANDS)

REGION AND STATE	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE	NONSUPERVISORY EMPLOYEES INCLUDING OUTSIDE SALESWORKERS ^{1/}	NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA
			TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS ^{2/}	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS ^{2/}	
UNITED STATES..	105,021	85,417	69,630	44,439	25,191	15,787
ATLANTA.....	17,398	14,252	11,518	7,354	4,165	2,734
ALABAMA.....	1,516	1,237	1,002	627	375	234
FLORIDA.....	4,652	3,795	3,094	1,879	1,215	702
GEORGIA.....	2,739	2,249	1,826	1,188	638	423
KENTUCKY.....	1,348	1,103	864	529	335	239
MISSISSIPPI.....	931	757	594	363	231	163
NORTH CAROLINA....	2,788	2,302	1,858	1,272	586	444
SOUTH CAROLINA....	1,374	1,129	918	612	306	211
TENNESSEE.....	2,051	1,679	1,362	885	477	317
BOSTON.....	6,420	5,242	4,380	2,852	1,528	862
CONNECTICUT.....	1,665	1,368	1,148	797	351	221
MAINE.....	493	401	322	187	135	79
MASSACHUSETTS....	3,070	2,500	2,106	1,356	750	394
NEW HAMPSHIRE....	497	408	336	215	121	71
RHODE ISLAND.....	453	368	310	207	103	58
VERMONT.....	242	197	158	90	68	39
CHICAGO.....	20,248	16,470	13,651	8,984	4,667	2,819
ILLINOIS.....	5,157	4,191	3,497	2,344	1,152	695
INDIANA.....	2,345	1,919	1,581	1,051	530	338
MICHIGAN.....	3,703	2,999	2,533	1,673	860	466
MINNESOTA.....	2,123	1,729	1,412	881	530	317
OHIO.....	4,703	3,830	3,176	2,123	1,053	654
WISCONSIN.....	2,217	1,802	1,454	911	542	349
DALLAS.....	11,445	9,328	7,555	4,789	2,766	1,773
ARKANSAS.....	901	738	573	353	220	165
LOUISIANA.....	1,738	1,408	1,127	699	428	282
NEW MEXICO.....	552	442	352	197	155	90

See footnotes at end of table.

TABLE 13. ESTIMATED NUMBER OF WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE OVERTIME COMPENSATION PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY REGION AND STATE, SEPTEMBER 1986

(IN THOUSANDS)-Continued

REGION AND STATE	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE	NONSUPERVISORY EMPLOYEES INCLUDING OUTSIDE SALESWORKERS ^{1/}	NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA
			TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS ^{2/}	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS ^{2/}	
DALLAS						
OKLAHOMA.....	1,302	1,050	857	507	350	193
TEXAS.....	6,950	5,689	4,646	3,034	1,612	1,043
DENVER.....	3,319	2,683	2,128	1,224	904	556
COLORADO.....	1,527	1,241	1,037	631	406	205
MONTANA.....	316	252	179	86	93	73
NORTH DAKOTA.....	295	236	172	82	89	64
SOUTH DAKOTA.....	286	229	166	83	83	63
UTAH.....	665	540	434	262	172	106
WYOMING.....	230	185	140	80	60	45
KANSAS CITY.....	5,215	4,234	3,326	2,033	1,293	908
IOWA.....	1,213	983	742	440	301	242
KANSAS.....	1,066	861	672	400	271	189
MISSOURI.....	2,211	1,805	1,472	943	530	333
NEBRASKA.....	726	585	440	250	190	144
NEW YORK.....	11,976	9,666	7,950	5,334	2,616	1,716
NEW JERSEY.....	3,619	2,947	2,412	1,650	762	535
NEW YORK.....	8,357	6,719	5,538	3,684	1,854	1,181
PHILADELPHIA.....	11,300	9,177	7,553	4,622	2,931	1,625
DELAWARE.....	304	249	206	137	68	43
DISTRICT OF COLUMBIA.....	668	532	477	192	285	55
MARYLAND.....	1,960	1,581	1,303	757	546	278
PENNSYLVANIA.....	5,183	4,231	3,471	2,283	1,189	759
VIRGINIA.....	2,542	2,065	1,683	1,002	681	383
WEST VIRGINIA.....	644	520	413	251	162	107
SAN FRANCISCO.....	14,030	11,385	9,253	5,896	3,357	2,133
ARIZONA.....	1,285	1,044	866	543	323	179

See footnotes at end of table.

TABLE 13. ESTIMATED NUMBER OF WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE CLASSIFIED BY THEIR STATUS UNDER THE OVERTIME COMPENSATION PROVISIONS OF THE FAIR LABOR STANDARDS ACT, BY REGION AND STATE, SEPTEMBER 1986

(IN THOUSANDS)-Continued

REGION AND STATE	NUMBER OF EMPLOYED WAGE AND SALARY WORKERS IN THE CIVILIAN LABOR FORCE	NONSUPERVISORY EMPLOYEES INCLUDING OUTSIDE SALESWORKERS ^{1/}	NUMBER OF NONSUPERVISORY EMPLOYEES SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA			NUMBER OF NONSUPERVISORY EMPLOYEES NOT SUBJECT TO THE OVERTIME COMPENSATION PROVISIONS OF THE FLSA
			TOTAL	SUBJECT PRIOR TO THE 1966 AMENDMENTS ^{2/}	SUBJECT AS A RESULT OF THE 1966 AND LATER AMENDMENTS ^{2/}	
SAN FRANCISCO						
CALIFORNIA.....	11,804	9,588	7,756	5,010	2,747	1,831
HAWAII.....	464	376	291	146	146	84
NEVADA.....	476	378	339	198	142	38
SEATTLE.....	3,670	2,979	2,317	1,352	965	662
ALASKA.....	242	194	154	87	68	40
IDAHO.....	395	322	228	118	110	94
OREGON.....	1,164	943	731	436	296	211
WASHINGTON.....	1,868	1,520	1,203	712	491	317

^{1/} SECTION 13(A)(1) EXEMPTS FROM THE MINIMUM WAGE AND OVERTIME PROVISIONS OF THE FAIR LABOR STANDARDS ACT "ANY EMPLOYEE IN A BONA FIDE EXECUTIVE, ADMINISTRATIVE, OR PROFESSIONAL CAPACITY (INCLUDING ANY EMPLOYEE EMPLOYED IN THE CAPACITY OF ACADEMIC ADMINISTRATIVE PERSONNEL, OR TEACHER IN ELEMENTARY OR SECONDARY SCHOOLS), OR IN THE CAPACITY OF OUTSIDE SALESMAN...."

^{2/} RELATES TO CURRENTLY EMPLOYED WORKERS WHO WOULD HAVE BEEN SUBJECT UNDER CRITERIA IN EFFECT AT THE TIME OF THE AMENDMENTS.

NOTE: DETAILS MAY NOT ADD TO TOTALS DUE TO ROUNDING.

TABLE 14 ESTIMATED NUMBER OF NONSUPERVISORY EMPLOYEES EXEMPT FROM THE MINIMUM WAGE OR THE OVERTIME COMPENSATION PROVISIONS OF THE FAIR LABOR STANDARD ACT, BY INDUSTRY DIVISION, UNITED STATES, SEPTEMBER 1986

(IN THOUSANDS)

INDUSTRY DIVISION	ESTIMATED NUMBER OF NONSUPERVISORY EMPLOYEES IN CATEGORIES IN WHICH --			
	MINIMUM WAGE EXEMPTIONS APPLY 1/	ONLY OVERTIME EXEMPTIONS APPLY		
		TOTAL	PARTIAL EXEMPTION 2/	FULL EXEMPTION 3/
ALL INDUSTRIES	7,892	5,051	1,046	4,005
PRIVATE SECTOR	7,892	4,134	169	3,965
AGRICULTURE	962	602		602
MINING		6		6
CONTRACT CONSTRUCTION	22	44		44
MANUFACTURING	414	219	33	186
TRANSPORTATION AND PUBLIC UTILITIES	7	1,654	29	1,625
WHOLESALE TRADE	1,007	209	37	172
RETAIL TRADE	2,426	1,158	20	1,138
FINANCE, INSURANCE, AND REAL ESTATE	1,113	1		1
SERVICE INDUSTRIES (EXCEPT PRIVATE HOUSEHOLDS)	1,422	138	50	88
PRIVATE HOUSEHOLDS	519	103		103
PUBLIC SECTOR		917	877	40
FEDERAL GOVERNMENT		59	59	
STATE AND LOCAL GOVERNMENT		858	818	40

SEE NEXT PAGE FOR FOOTNOTES.

FOOTNOTES FOR TABLE 14 -- EXEMPTION STATUS OF EMPLOYEES, BY INDUSTRY

- 1/ THESE EMPLOYEES ARE ALSO EXEMPT FROM THE OVERTIME COMPENSATION PROVISIONS OF THE FAIR LABOR STANDARDS ACT.
- 2/ INCLUDES WORKERS WHO ARE EXEMPT FROM PREMIUM PAYMENT FOR OVERTIME FOR PART OF THE YEAR OR WHOSE WORKWEEK STANDARD EXCEEDS 40 HOURS PER WEEK.
- 3/ INCLUDES EMPLOYEES WHO ARE EXEMPT FROM PREMIUM PAYMENTS FOR OVERTIME FOR THE ENTIRE YEAR; DOES NOT INCLUDE EMPLOYEES WHO ARE EXEMPT FROM BOTH THE MINIMUM WAGE AND OVERTIME PROVISIONS OF THE ACT.

Part II: Groups with Historically High Incidences
of Unemployment

INTRODUCTION

The 1974 Amendments to the Fair Labor Standards Act (FLSA) included a provision--Section 4(d)(3)--which requires the Secretary of Labor to report to Congress biennially on selected labor force groups which have had historically high incidences of unemployment. Concern was expressed by members of Congress that periodic increases in the minimum wage may reduce employment opportunities for minorities, the elderly, veterans, and in particular, youth.

The initial section of the report contains an analysis of the unemployment and employment characteristics of these groups. Section two contains a description of Wage and Hour activities that deal with groups with historically high unemployment. Among these activities are the provision under Section 14 of the FLSA allowing employment at wage rates lower than the statutory minimum wage and certification by the Secretary of Labor under Section 11(d) of the FLSA of industrial homework activity. (Both of these items are discussed in greater detail in Part I of this report).

Following the Wage-Hour discussion is a description of activities in the Employment and Training Administration, the Office of the Assistant Secretary for Veterans' Employment and Training, and the Women's Bureau. This report covers the two-year period ending on December 31, 1986.

EMPLOYMENT AND UNEMPLOYMENT ANALYSIS

Women, blacks, persons of Hispanic origin, youth, younger Vietnam-era veterans, and older workers have historically experienced serious unemployment problems and, as a result, have been cited in Section 4(d)(3) of the Fair Labor Standards Act as requiring particular attention.

The unemployment rate for all civilian workers, which had declined sharply from an average of 9.7 percent in 1982 to 7.5 percent in 1984, continued to improve between 1984 and 1986, though at a much slower pace, falling to 7.0 percent. This improvement was reflected in the jobless rates for most of the major demographic groups as well, as shown in table I.

Concerning groups with historically high unemployment, the unemployment rate for 16 to 19 year olds, at 18.3 percent in 1986, was only slightly improved from 1984 and continued to be two and one-half times the rate for all civilian workers. The unemployment rate for black teenagers (39.3 percent in 1986) was below the 40-percent mark for the first time since 1980, but remained the highest of any major worker group. Though their rates diminished markedly from this high level for successively older age groups, black unemployment rates for virtually all ages are consistently more than twice those for whites. Hispanic teenagers, with an unemployment rate of 24.7 percent in 1986, fared somewhat better in the job market than black youth, but still worse than white teens (15.6 percent); for higher ages, Hispanic rates continued to be about halfway between those of blacks and whites.

The unemployment rate for women in 1986--7.1 percent--was not much higher than the rate for men (6.9 percent). This reflects a narrowing of the differences between the two groups that has been going on for many years. It is largely a function of the concentration of women in the relatively recession-proof service sector of the economy and a trend toward greater permanence as labor market participants.

Older workers are included as groups with historically high incidences of unemployment because of greater problems of finding work once they lose their jobs. Persons 65 years and over had a jobless rate of only 3.0 percent in 1986, but once they became jobless, they had an average duration of unemployment that was 8 weeks longer than that of teenagers and 1 week longer than that for all unemployed persons. Unemployed persons between the ages of 45 and 64 had particularly high durations of unemployment since they have the greatest difficulty in adjusting to new job requirements or finding new employment that would be comparable in pay to their last job.

Table I. Unemployed persons and unemployment rates by selected characteristics, 1984 and 1986 annual averages

(Numbers in thousands)

Characteristic	Total unemployed			Unemployment rate	
	1984	1986	Percent change 1984-86	1984	1986
Total, 16 years and over-----	8,539	8,237	-3.5	7.5	7.0
Sex:					
Men-----	4,744	4,530	-4.5	7.4	6.9
Women-----	3,794	3,707	-2.3	7.6	7.1
Race:					
Black-----	1,914	1,840	-3.9	15.9	14.5
White-----	6,372	6,140	-3.6	6.5	6.0
Hispanic origin ¹ -----	800	857	7.1	10.7	10.6
Male Vietnam-era veterans:					
30 to 34 years-----	125	87	-30.4	7.6	8.0
35 to 39 years-----	171	155	-9.4	5.4	5.3
40 to 44 years-----	61	82	34.4	4.5	3.9
45 years and older-----	35	37	5.7	4.5	3.3
Teenagers:					
16 to 19 years-----	1,499	1,454	-3.0	18.9	18.3
Young adults:					
20 to 24 years-----	1,838	1,651	-10.2	11.5	10.7
Older workers:					
65 years and older-----	97	91	-6.2	3.3	3.0
Occupation:					
Managerial and professional specialty-----	663	653	-1.5	2.6	2.4
Technical, sales, and administrative support-----	1,706	1,700	-.4	5.0	4.7
Service occupations-----	1,413	1,381	-2.3	9.1	8.6
Precision production, craft, and repair-----	1,051	1,038	-1.2	7.5	7.2
Operators, fabricators, and laborers-----	2,193	2,089	-4.7	11.5	10.9
Farming, forestry, and fishing-----	332	293	-11.7	8.5	7.8

¹ Data for 1984 have been revised to reflect the new population controls introduced in January 1986.

NOTE: Detail for the above race and Hispanic origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups. Data for 25-to 29-year-old veterans are no longer shown in this table because their numbers are too small to warrant continued publication.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics

Table II. Civilian labor force, labor force participation rates, and employment-population ratios by selected characteristics, 1984 and 1986 annual averages

(Numbers in thousands)

Characteristic	Civilian labor force		Civilian labor force participation rates		Civilian employment-population ratios	
	1984	1986	1984	1986	1984	1986
Total, 16 years and over--	113,544	117,834	64.4	65.3	59.5	60.7
Sex:						
Men-----	63,835	65,422	76.4	76.3	70.7	71.0
Women-----	49,709	52,413	53.6	55.3	49.5	51.4
Race:						
Black-----	12,033	12,654	62.2	63.3	52.3	54.1
White-----	98,492	101,801	64.6	65.5	60.5	61.5
Hispanic origin ¹ -----	7,451	8,076	64.9	65.4	57.9	58.5
Male Vietnam-era veterans:						
30 to 34 years-----	1,654	1,087	95.7	94.3	88.4	86.7
35 to 39 years-----	3,183	2,916	96.7	95.9	91.5	90.8
40 years and older-----	2,141	3,193	88.5	89.9	84.5	86.5
Teenagers:						
16 to 19 years-----	7,943	7,926	53.9	54.7	43.7	44.6
Young adults:						
20 to 24 years-----	16,046	15,441	77.6	78.9	68.7	70.5
Older workers:						
65 years and older-----	2,933	3,010	11.1	10.9	10.7	10.6

¹ Data for 1984 have been revised to reflect the new population controls introduced in January 1986.

NOTE: Detail for the above race and Hispanic-origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups. Data for 25-to 29-year-old veterans are no longer shown in this table because their numbers are too small to warrant continued publication.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics

There was also continued but relatively small improvement in joblessness among the major occupational categories between 1984 and 1986. The highest unemployment rates were still among operators, fabricators, and laborers (10.9 percent) and service occupations (8.6 percent), where large numbers of blacks and Hispanics are employed. In 1986, 47 percent of black workers and 43 percent of Hispanic workers were employed as operators, fabricators, laborers, and service workers compared with 27 percent of whites. (See tables A-6 and A-7.) Workers in technical, sales, and administrative support and managerial and professional specialty occupations (4.7 and 2.4 percent, respectively) continued to enjoy the lowest rates.

Unemployment continued to be a problem for the youngest male Vietnam-era veterans, those aged 30-34 years. Their unemployment rate was 8.0 percent in 1986, up marginally from 7.6 percent in 1984 and still considerably above the 5.7 percent rate of their nonveteran counterparts. (Data on 25-29 year-old Vietnam-era veterans, previously presented in this report, are no longer being shown because their numbers in the population have become too small for continued publication.) Jobless rates for Vietnam-era veterans over age 35, however, were generally equal to or below those of non-veterans in these age groups. (See table A-5.) This situation reflects a continuation of the assimilation of Vietnam-era veterans into the general labor force as noted in the 1985 4(d)(3) Report.

Vietnam-theater and Disabled Veterans

As a result of a special survey ^{1/} conducted in April 1985, data were collected for the first time on the labor force status of male Vietnam-era veterans who actually served in Southeast Asia and for veterans of all wars who had service-connected disabilities. The statistics confirm that the veterans who actually served in Southeast Asia have a more difficult time in the labor market than most other veterans groups. Finding work is especially difficult for those with service-connected disabilities.

The special survey found that out of a total of some 7.9 million male veterans who had served in the Armed Forces during the Vietnam-era (August 1964 - April 1975), 3.7 million were stationed in the Vietnam theater. (See table III.) The labor force participation rate for this latter group, 92 percent, was slightly lower than that of other Vietnam-era veterans (95 percent), in large part because a larger proportion had service-related disabilities that hampered their ability to work. The participation rate for Vietnam-theater veterans with service-connected disabilities was about 81 percent. The data show that

^{1/} This survey was a special supplement to the Current Population Survey conducted by the Bureau of the Census.

Table III. Employment status of male Vietnam era-veterans 18 and over by presence of service-connected disability and reported disability rating, April 1985, not seasonably adjusted

(Numbers in thousands)

Presence of disability and disability rating	Civilian noninstitutional Population	Civilian labor force					Not in labor Force
		Total	Percent of population	Employed	Unemployed		
					Number	Percent of labor force	
Vietnam-era veterans							
Total, 18 years and over	7,932	7,449	93.9	7,003	445	6.0	483
With service-connected disability	771	616	79.9	566	50	8.1	156
Less than 30 percent disability rating	398	367	92.2	337	29	8.0	31
30- to 50- percent disability rating	190	151	79.2	133	18	11.9	40
60 percent or higher disability rating	119	41	34.5	41	-	1/	78
Disability rating not reported	63	58	1/	56	3	1/	7
Without service-connected disability	6,858	6,570	95.8	6,201	368	5.6	289
Presence of disability not reported	302	264	87.4	238	27	10.3	39
Vietnam theater							
Total, 18 years and over	3,672	3,383	92.1	3,158	225	6.7	288
With service-connected disability	515	416	80.8	378	38	9.2	99
Less than 30 percent disability rating	260	244	93.8	225	19	7.8	16
30- to 50- percent disability rating	137	106	77.4	89	17	16.0	30
60 percent or higher disability rating	78	30	38.5	30	-	1/	48
Disability rating not reported	39	36	1/	34	2	1/	4
Without service-connected disability	3,004	2,842	94.6	2,666	176	6.2	162
Presence of disability not reported	153	125	81.7	114	11	8.7	28
Other Vietnam era							
Total, 18 years and over	4,260	4,065	95.4	3,845	220	5.4	195
With service-connected disability	256	199	77.7	188	11	5.6	57
Less than 30 percent disability rating	138	123	89.1	112	10	8.5	15
30- to 50- percent disability rating	54	44	1/	44	-	1/	9
60 percent or higher disability rating	41	11	1/	11	-	1/	30
Disability rating not reported	24	21	1/	21	-	1/	3
Without service-connected disability	3,854	3,737	96.7	3,535	-	1/	127
Presence of disability not reported	150	139	92.7	122	16	11.8	11

1/ Data not shown where base is less than 75,000.

NOTE: A service-connected disability is a health condition or impairment caused or made worse by military service. The associated disability rating, which can range from 0 to 100 percent, is determined from a rating schedule published in the Code of Federal Regulations, 38 CFR, Chapter 1, Part 4.

there were 770,000 Vietnam-era veterans who reported service-connected disabilities, two-thirds of whom served in the Vietnam theater.

The unemployment rate for all male Vietnam-era veterans was 6.0 percent in April 1985. Those who actually served in Southeast Asia, with a jobless rate of 6.7 percent, were more likely to be unemployed than other Vietnam veterans (5.4 percent). The jobless rate for disabled Vietnam-era veterans, at 8.1 percent, was much higher than the rate for veterans who reported no disabilities (5.6 percent). Disabled veterans who served in Southeast Asia were more likely to be unemployed than other disabled Vietnam veterans (9.2 versus 5.6 percent). Of the former, those with disability ratings of 30 to 50 percent had the highest jobless rate of all veterans' groups--16.0 percent.

Unemployment by Reason and Duration: Work Experience during Calendar Year 1986

The slow, continued improvement in unemployment also manifested itself in changes in the reasons for unemployment. In 1986, 49 percent of all unemployed persons were out of work because they had lost their last job, down slightly from 52 percent in 1984. The proportion had been 59 percent in 1982. Reflecting an improving labor market, the proportion of unemployed workers who left their job continued to increase, rising from 10 to 12 percent between 1984 and 1986; it had been 8 percent in 1982. The proportions of the unemployed who were new entrants or reentrants to the labor force changed slightly between 1984 and 1986. (See table A-8.)

The average (mean) duration of unemployment improved significantly between 1984 and 1986, falling from 18.2 to 15.0 weeks, still a high level by historical standards. Improvements in the average duration of unemployment tend to lag behind those in overall unemployment, as it takes time for workers who lose their jobs during recessions to secure new employment. The mean duration of unemployment for all of the major age-sex-race groups was lower in 1986 than in 1984 (See table A-10.) The bulk of the 1984-86 improvement in the average duration of unemployment came in 1985.

Movements in the very long-term unemployed, those jobless for 27 weeks or longer, mirrored those in the average duration of unemployment over the 1984-86 period. In 1986, the number of persons in this group totaled 1.2 million and represented about 14 percent of the total unemployed, down from 1.6 million and 19 percent in 1984. As with the average duration of joblessness, the bulk of the improvement occurred in 1985.

Short-term unemployment is defined as unemployment of less than 5 weeks. The relative size of this category tends to increase as economic conditions improve and as the greater availability of jobs reduces the extent of unemployment for most jobseekers. At

the same time, a stronger economy encourages more persons to seek employment. Thus, as the economic recovery continued over the 1984-86 period, the proportion of the total unemployed who were jobless for less than 5 weeks increased from 39 to 42 percent. (See table A-9.)

The continued improvement in unemployment was also reflected in statistics on the work experience of the population. The percentage of the labor force experiencing unemployment at some time during calendar year 1986 was 16.2 percent, compared with 17.4 percent in 1984 and 22.0 percent in 1982. The proportions experiencing unemployment continued to improve in almost all of the major sex and race groups. (See table A-11.)

Discouraged Workers

Long periods of idleness may cause workers to abandon looking for work because they perceive no jobs to be available. These persons, plus others not looking for work because they think they cannot find jobs, are identified as "discouraged workers." To be counted as discouraged, persons not in the labor force must want jobs "now" and must have one of the following principal reasons for not looking for work: (1) belief that no work is available; (2) looked for but could not find work; (3) belief that they lack the necessary schooling, training, skills or experience; (4) belief that employers think they are too young or too old; or (5) belief that they have some other personal handicap to securing a job. These persons are not included in the unemployment estimates because they are not currently (in the prior 4 weeks) seeking work.

Paralleling the continued but slower improvement in unemployment, the number of discouraged workers fell by 12.5 percent between 1984 and 1986 to a level of 1.1 million. Their number had fallen by 18 percent between 1982 and 1984. (See table IV.) Despite some improvement between 1984 and 1986, blacks continued to be greatly overrepresented among the ranks of the discouraged workers, making up about 26 percent of the total in 1986.

Summary

Unemployment continued to improve between 1984 and 1986 but at a slower pace than in the first 2 years following the 1981-82 recession. Jobless rates were generally lower for the groups with historically high incidences of unemployment but remained quite high for such groups as minorities, persons aged 16 to 24 years, and the youngest of the Vietnam veterans. Newly collected data reveal that Vietnam-era veterans who served in Southeast Asia, and those who received some sort of disability while serving there, have serious unemployment problems.

Table IV. Distribution of discouraged workers, by selected characteristics, annual averages, selected years, 1974-86

Characteristic	Numbers (in thousands)					Percent distribution				
	1974	1978	1982	1984	1986	1974	1978	1982	1984	1986
Total, 16 years and over	695	863	1,568	1,283	1,121	100.0	100.0	100.0	100.0	100.0
Men	230	311	587	489	437	33.1	36.0	37.4	38.1	38.9
Women	465	552	981	794	684	66.9	64.0	62.6	61.9	61.0
Black	151	254	482	414	297	21.7	29.4	30.7	32.3	26.5
White	527	597	1,042	823	770	75.8	69.2	66.5	64.1	68.6
Selected age groups										
16 to 19 years	123	133	238	156	120	17.7	15.4	15.2	12.2	10.7
20 to 24 years	103	117	241	235	160	14.8	13.6	15.4	18.3	14.3
65 years and over	101	132	148	108	124	14.5	15.3	9.4	8.4	11.1
Hispanic origin	(1/)	(1/)	(1/)	(1/)	98	(1/)	(1/)	(1/)	(1/)	8.7

1/ Data are not available on a revised basis that reflects new population controls introduced in January 1986.

NOTE: Detail for the above race and Hispanic origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

WAGE AND HOUR DIVISION ACTIVITIES

In the past two years, the Wage and Hour Division of the Employment Standards Administration has made significant strides in updating its regulations to allow for more employment opportunity for youth, handicapped workers and homeworkers. These are some of the groups under Section 4(d)(3) of the Fair Labor Standards Act which have historically high incidences of unemployment. The regulation changes occurred in the following areas:

1. Certification under Section 14 of the Fair Labor Standards Act

For discussion of this program, please refer to the Administration and Enforcement of the Fair Labor Standards Act, FY 1986 portion of Part I: Minimum Wage and Maximum Hours Standards under the Fair Labor Standards Act.

2. Certification of Industrial Homework under Section 11(d) of the Fair Labor Standards Act (FLSA)

The Department of Labor initiated these regulatory efforts to improve and expand job opportunities, particularly for groups with historically high levels of unemployment, while insuring that homeworkers are paid in compliance with the FLSA. For discussion of Section 11 (d), please refer to the Administration and Enforcement of the Fair Labor Standards Act, FY 1986 portion of Part I: Minimum Wage and Maximum Hours Standards under the Fair Labor Standards Act.

Aside from the work done within the Employment Standards Administration's Wage and Hour Division, groups with historically high incidences of unemployment are currently being assisted by a number of programs within the Department of Labor. Although there are few research activities currently underway, much operational and demonstration work is being conducted on this subject. These program efforts will continue in the future. The Department of Labor is making a strong effort to eradicate the circumstances that result in certain groups within the overall population developing a tradition or long cycle of high unemployment.

EMPLOYMENT AND TRAINING ADMINISTRATION ACTIVITIES

Employment and Training Administration (ETA) Programs provide job placement services, skill training and other employability assistance to various groups with historically high incidences of unemployment. These include economically disadvantaged youth and adults, welfare recipients, and unemployed individuals. Among these programs are the Job Training Partnership Act (JTPA), the Job Service, Unemployment Insurance and Work Incentive programs. This report covers data for FY 1985 and FY 1986 (and Program Year 1984 and 1985, for those programs whose funding cycles are on a program year basis, such as JTPA) for ETA programs.

Job Training Partnership Act

The Job Training Partnership Act (JTPA), signed into law on October 12, 1982, authorizes a federally-funded, State and locally administered system of training programs to prepare economically disadvantaged and dislocated workers for gainful employment.

Although JTPA builds on the experience of earlier training programs, it marked a major shift in national training and employment policy. Among other things, the law gives much greater authority and responsibility to the States, provides for private sector involvement, emphasizes training of enrollees, stresses program performance, and authorizes a program for dislocated workers.

The PY (Program Year) 1984 and PY 1985 appropriations for Titles II-A and III, covering the periods July 1, 1984 - June 30, 1985, and July 1, 1985 - June 30, 1986, respectively, provided \$2.1 billion per year for training and employment services.

Title II-A, which provides for a system of block grants to the States for training and related services generally for the economically disadvantaged, served approximately 936,000 persons in PY 1984 and 1,077,000 persons in PY 1985. Expenditures for training accounted for 74 percent of total expenditures in PY 1984 and 75 percent in PY 1985--exceeding the 70 percent required by law. The major types of services provided to participants in JTPA are classroom training, on-the-job training, and job search assistance. The legislation requires that at least 40 percent of the funds under this title be used for youth. Approximately 94 percent of enrollees were economically disadvantaged in PY 1984. In PY 1985 approximately 92 percent were economically disadvantaged. A high proportion in both years were welfare recipients and members of minority groups--groups with historically high rates of unemployment (tables V and VI). A separate provision (Title II-B) provides for a summer youth program which supports jobs and training for disadvantaged youth. Over \$824 million was provided for the Calendar Year 1985 program and \$782 million was provided for the Calendar Year 1986 program.

Table VI. Characteristics of Participants
in Titles II-A and III During
the Program Year 1985
July 1, 1985 - June 30, 1986
(Percent Distributions)

<u>Characteristics</u>	<u>Titles II-A 1/</u>	<u>Title III 2/</u>
Total: Number	1,076,721	221,207
Percent	100	100
Male	48	62
Female	52	38
Age:		
Under 22 yrs.	44	4
22 - 54	54	88
55 and over	2	8
Education:		
School Dropout	26	19
Student	17	1
High School Graduate	57	80
Race/Ethnic Group:		
White	52	70
Black	34	19
Hispanic	11	8
Other	3	3
Limited English Speaking	3	3
Handicapped	10	3
UI Compensation Claimant	6	54
Economically Disadvantaged	92	N/A
Receiving Public Assistance	40	N/A

NOTE: Totals may not add to 100 percent due to rounding.

1/ SOURCE: JTPA Annual Status Report and Job Training Longitudinal Survey (JTLS); U.S. Department of Labor, Employment and Training Administration.

2/ SOURCE: JTPA Annual Status Report; U.S. Department of Labor, Employment and Training Administration.

N/A - Not Available

Table V. Characteristics of Participants
in Titles II-A and III During
the Program Year 1984
July 1, 1984 - June 30, 1985
(Percent Distributions)

Characteristics	Titles II-A 1/	Title III 2/
Total: Number	935,966	189,128
Percent	100	100
Male	49	62
Female	51	38
Age:		
Under 22 yrs.	43	5
22 - 54	56	87
55 and over	2	7
Education:		
School Dropout	26	20
Student	15	1
High School Graduate	59	79
Race/Ethnic Group:		
White	52	70
Black	32	20
Hispanic	12	7
Other	4	3
Limited English Speaking	5	2
Handicapped	9	3
UI Compensation Claimant	7	50
Economically Disadvantaged	93	N/A
Receiving Public Assistance	42	N/A

NOTE: Totals may not add to 100 percent due to rounding.

1/ SOURCE: JTPA Annual Status Report and Job Training Longitudinal Survey (JTLS); U.S. Department of Labor, Employment and Training Administration.

2/ SOURCE: JTPA Annual Status Report; U.S. Department of Labor, Employment and Training Administration.

N/A Not Available

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Title III of JTPA, which authorizes a program for dislocated and long term unemployed workers including those who have lost their job due to plant closings, technological change and import competition, served a total of approximately 189,000 persons during PY 1984 and 221,000 during PY 1985. Dislocated worker programs are designed to provide on-the-job-training, classroom training, job search assistance, and other necessary support services to enable dislocated workers to qualify for and be placed in new jobs in the private sector.

Title IV of JTPA authorizes several national programs serving groups that the legislation identified as in need of special services because of the particular disadvantages they encounter in the job market. The Job Corps, authorized under this title, provides a wide range of training, education, and support services in residential centers, for disadvantaged youth ages 16 to 21. During PY 1984, the Job Corps operated a total of 107 training centers which served approximately 98,000 participants; in PY 1985, approximately 101,000 participants were served at 106 centers.

The Indian and Native American Employment and Training program under JTPA Title IV supports a wide variety of training and employment services through grants to Indian Tribes, other Native American communities and various related organizations. Approximately 31,000 Indians and Native Americans were served in PY 1984; in PY 1985, approximately 31,000 were served.

The Migrant and Seasonal Farmworker Program, also under Title IV, provides services to migrant and seasonal farmworkers, ranging from job training to emergency assistance, health medical care, and nutritional services. During PY 1984, approximately 53,000 participants were served; the program served an estimated 50,000 persons in PY 1985.

Training and employment services are provided to handicapped persons through grants to national handicapped organizations. Approximately 7,000 handicapped persons were served in both PY 1984 and PY 1985 through this effort.

The Public Employment Service

The Federal-State Employment Service provides basic labor exchange services through the State Employment Service/Job Service agencies. Approximately 7.8 million persons received employment assistance services in 1984 and 8.1 million in 1985, respectively. These services included counseling, referral to training, and direct referral to job openings.

The Employment Service offices provide specialized services for certain groups. By law and regulation, veterans, especially Vietnam-era and disabled veterans, are given preference in all services leading to training and employment. Special efforts are

also made to match capabilities of handicapped persons with the physical and mental demands of a job.

Employment Service offices in Fiscal Year 1985 registered 20.0 million applicants, of whom more than 4.8 million were placed in jobs.

The Employment Service (ES) administers the Targeted Job Tax Credit (TJTC) program which is intended to encourage employers to hire members of specified target groups. The TJTC provides incentives in the form of credits against income tax liability for employers who hire individuals from nine target groups. These groups are: economically disadvantaged youth aged 18 through 24; disadvantaged youth aged 16 through 18 participating in cooperative education programs; economically disadvantaged Vietnam-era veterans; disadvantaged ex-offenders (defined as those convicted of a felony and hired within 5 years after prison release); certain handicapped persons; Supplemental Security Income (SSI) recipients; general assistance recipients; eligible Work Incentive (WIN)/Aid to Families with Dependent Children (AFDC) recipients and economically disadvantaged summer youth employees, age 16 and 17. The TJTC program, originally authorized under the Revenue Act of 1978, expired on December 31, 1985. It was reinstituted under the Tax Reform Act of 1986 for three additional years.

In FY 1984, approximately 563,000 persons in these target groups were certified under the Act and the number increased to 622,000 in FY 1985.

Work Incentive Program (WIN)

The Work Incentive Program (WIN), authorized in 1968 by amendments to the Social Security Act, provides employment, training and social services to assist applicants for and recipients of Aid to Families with Dependent Children (AFDC) to become self-supporting wage earners. WIN is jointly administered by the Department of Labor (DOL) and the Department of Health and Human Services (HHS). All persons 16 years of age or over receiving AFDC benefits are required to register for the program unless exempted under the law.

In FY 1985 and 1986, approximately 1.5 million persons were registered annually in the WIN program of whom over 343,000 found unsubsidized jobs after they had received job search, training, child care, or other services.

Unemployment Insurance (UI)

The Federal-State Unemployment Insurance system, initiated in the Social Security Act of 1935, offers the first economic line of defense against the ripple effects of unemployment. Through cash payments made directly to laid-off workers, it ensures that at least a significant proportion of the necessities of life, most notably food, shelter and clothing, can be met on a week-to-week

basis while a search for work takes place. Ninety-seven percent of all persons working for salaries and wages in the nation--95 million workers--are provided protection against wage loss under this program.

In Fiscal Year 1986, \$16.09 billion in unemployment compensation and related benefits were paid to 8.5 million unemployed workers. These payments reflected a slight increase over the \$15.88 billion in unemployment compensation and related benefits paid to 8.5 million unemployed workers in FY 1985.

Trade Adjustment Assistance to Workers

The Trade Adjustment Assistance (TAA) program, under the Trade Act of 1974, provides training and employment assistance to workers who are certified by the Labor Department to be adversely affected because of increased imports. Assistance may include trade adjustments allowance (TRA), skills training, job search and relocation assistance and other employability services. State employment security agencies serve as agents for the Secretary of Labor in administering the benefit and service provisions of the Trade Act.

In 1986, Title XIII of the Consolidated Omnibus Budget Reconciliation Act of 1985 (Pub. L. 99-272) amended the Trade Act by extending the program for six years to September 30, 1991; requiring participation in a job search program, where reasonably available, as a condition for receiving TRA payments; requiring that workers be advised to apply for training; extending the period to receive basic TRA from 52 weeks to 104 weeks (no increase in the number of weeks payable); and making other changes.

For each of Fiscal Years 1985 and 86, approximately 13,000 workers were provided services in the form of reemployment services, training, job search and relocation assistance.

ACTIVITIES AND PROGRAMS OF THE OFFICE OF THE ASSISTANT SECRETARY
FOR VETERANS' EMPLOYMENT AND TRAINING

Some of the programs and activities which provide employment and training assistance to Vietnam-era veterans, one of the groups with historically high incidences of unemployment, are administered by the Assistant Secretary for Veterans' Employment and Training. Specifically covered by this report are the veterans' employment programs under Title IV, Part C, of the Job Training Partnership Act; the Disabled Veterans' Outreach Programs (DVOP); and the Local Veterans' Employment Representatives (LVER) program.

The programs described below are not necessarily targeted to meet the needs of only Vietnam-era veterans, but are typical of the efforts being made to help all veterans obtain employment or training.

Job Training Partnership Act, Title IV, Part C

JTPA (Title IV, Part C) requires the Secretary of Labor, through the Assistant Secretary for Veterans' Employment and Training, to conduct programs to meet the training and employment needs of service-connected disabled veterans, veterans of the Vietnam-era, and veterans recently separated from military service. These requirements are met through the enhancement of ongoing services on behalf of veterans, the provision of training and employment services where veterans are not being adequately served, and outreach and public information to develop and promote maximum job and training activities.

According to implementing regulations, at least 80 percent of the funds available under JTPA IV-C shall be allocated to States and Service Delivery Areas. A total of \$7.34 million was made available to the States through the 80 percent competitive process in Program Year 1985. (All JTPA programs operate on a July 1 through June 30 Program Year basis.) Eighty-nine grant awards were made from the more than 130 proposals submitted. Twenty percent, or \$1.933 million, of the Title IV-C funds were set aside under the Secretary's discretionary account. True to the spirit of the Act and regulations, a wide variety of projects were funded out of the account for PY 1985.

Local Veterans' Employment Representatives

Local Veterans' Employment Representatives (LVERS) assure that State Employment Security Agencies (SESAs) are in compliance with Federal regulations, performance standards, and grant agreements regarding veterans. Based at local employment service offices, they maintain regular contact with employers and veteran advocacy groups.

During Program Year 1985, the LVERS were instrumental in the SESAs providing service to 2,678,238 veterans. Of these,

1,206,456 were Vietnam-era veterans and 135,781 were disabled veterans. The LVERS also contributed to the job placement of 469,580 veterans in Program Year 1985.

The LVER program was first authorized under the Servicemen's Readjustment Act of 1944 (P.L. 346), Title IV, Section 602. It is now codified at Title 38 U.S.C., Section 2004. The Veterans' Employment and Training Service (VETS) provides grants to SESAs to ensure that there is local supervision of employment service staff serving veterans. Regulations require one full-time LVER in each local office with 1,000 or more veteran applications in the preceding 12-month reporting period and a part-time LVER in proportion to the full-time criteria in the other offices.

Disabled Veterans' Outreach Program (DVOP)

During Program Year 1985, staff of the Disabled Veterans' Outreach Program (DVOP) contributed significantly to the job placement of more than 216,810 Vietnam-era veterans and 28,984 disabled veterans, 11,229 with a Veterans Administration disability rating of 30 percent or more.

Each DVOP specialist provides services only to eligible veterans, services that include job and training referral and placement, promotion and development of on-the-job-training and apprenticeship positions with employers, and the provision of outreach through community groups, counseling, testing, and job development that is necessary to assist eligible veterans in overcoming employment problems.

The DVOP program was authorized by the Veterans Rehabilitation and Education Amendments of 1980 (P.L. 96-466) and is codified as Title 38, U.S.C., Section 2003A. DVOP funds are provided through formula grants from VETS to SESAs, each of which is required to appoint one DVOP specialist for each 5,300 veterans of the Vietnam-era and disabled veterans residing in the State. Twenty-five percent of those specialists are outstationed at centers established through agreements between the State, the Veterans Administration, and the Veterans' Employment and Training Service.

SPECIALIZED WOMEN'S PROGRAMS FOR GROUPS HAVING HISTORICALLY HIGH UNEMPLOYMENT

The Women's Bureau has dealt with some of the fundamental causes of high female unemployment in the following four projects.

Minority Women Who Maintain Families

October 1986 was the start of this final year of Women's Bureau support for the child care component of a five year demonstration job training program sponsored by the Rockefeller Foundation for single minority women who maintain families. The Women's Bureau funded child care services at three (3) of the demonstration's sites, i.e., the programs operated by the Center for Employment Training in San Jose, California, OIC Opportunities in Providence, Rhode Island and Wider Opportunities for Women in Washington, D.C.

These community-based organizations provided in-program and post-program transition child care services for 693 children in Fiscal Year 1985 and 493 children in Fiscal Year 1986. Direct child care services included: (a) identifying existing public and private resources to subsidize trainees' child care costs; (b) providing direct subsidies to women whose child care needs could not be met through existing resources; (c) assisting trainees in locating accessible high quality child care; (d) facilitating care arrangements for children who are hard to place (e.g., handicapped children or children who require special care). Each program also offers classes in parenting skills and counseling on how to be an effective child care consumer. This instruction and counseling entails how to assess the quality of care offered by a provider, how to coordinate child care, public transportation and training schedules, and other community resources.

These programs were required to encourage employers in the community to sponsor child care assistance for their employees. As a result of Women's Bureau support, Wider Opportunities for Women currently provides technical assistance on the options available to employers interested in offering child care assistance as an employee benefit. Similarly, OIC of Rhode Island has linked its employer-sponsored child care activities with those of the Rhode Island Chamber of Commerce which contracts with local companies to provide child care referral services. The Center for Employment Training offers on-site child care, and has an industrial advisory subcommittee on child care.

Displaced Homemakers

Through a grant to the Displaced Homemakers Network Incorporated (DHN) the Women's Bureau supports the provision of technical assistance services to local displaced homemaker programs and referrals of displaced homemakers to employment and training services. As defined in the Job Training Partnership Act

Amendments of 1986, a "displaced homemaker" is an individual who was a full-time homemaker for a substantial number of years and derived the substantial share of his or her support from (1) a spouse and no longer receives such support due to the death, divorce, permanent separation from the spouse; or, (2) public assistance on account of dependents in the home and no longer receives such support.

Technical assistance services offered through the Women's Bureau grant to the DHN shift from year to year in response to local program needs. In Fiscal Year 1985, the DHN aided local programs in accessing resources available under the Job Training Partnership Act and the Carl Perkins Vocational Education Act. Efforts to develop standardized data on displaced homemakers' characteristics by State were emphasized in Fiscal Year 1986 as well as the publication of written technical assistance resources on such topics as how to conduct outreach to minority displaced homemakers, improving services for older displaced homemakers and how to strengthen local programs' job development and job placement capability.

Referrals of displaced homemakers to employment and training or other services totaled 960 in Fiscal Year 1985 and 2,000 in Fiscal Year 1986. Technical assistance activities totaled 2,000 in Fiscal Year 1985 and 5,000 in Fiscal Year 1986. The DHN published ten (10) technical assistance guides in Fiscal Year 1985 and five (5) guides in Fiscal Year 1986.

Teenage Mothers

In 1985 the Women's Bureau awarded a grant to the National Board of the YWCA of the USA to design and test a program model to meet the employability development needs of teenage mothers and school drop-outs. The two-site demonstration, operated by YWCA affiliates in Boston, Massachusetts and Miami, Florida, offered the following services: educational evaluation and remediation, occupational exploration and skill training, job search and placement assistance, and referral to support services.

With a two-site enrollment target of forty (40) participants, the demonstration achieved a total enrollment of thirty-six (36). Fourteen (14) participants completed the program, a completion rate of approximately 39 percent. Among program completers, nine (9) or 64 percent achieved some form of positive outcome. Specifically, two (2) participants were awarded GED certificates, one (1) participant was placed in a private sector job.

The demonstration will provide the basis for a final program model as to how community-based and other youth-serving organizations can encourage education, training and social service agencies to examine their approach to serving youth and, as a result, become responsive in meeting the needs of disadvantaged youth.

Women Veterans

The Everett Job Service of the Washington State Employment Security Department received a grant funded jointly by the Veterans' Employment and Training Service and the Women's Bureau to provide training and job placement assistance to forty (40) women veterans who are either unemployed or underemployed.

Following a 10-week course in life choice and career planning, the women veterans will be offered occupational training in the following areas: automotive maintenance and auto parts sales, fashion merchandising, shipping and receiving, intensive secretarial skills, precision woodworking and industrial aircraft orientation. Length of training ranges from eight (8) to forty-four (44) weeks, based on occupational requirements.

Training will be provided through the Everett Community College and the Washington State Employment Security Department. All training will be coordinated with the Private Industry Council of Snohomish County.

Immigrant, Refugee and Entrant Women

In January 1985, the Women's Bureau received and distributed the results of a research initiative entitled "In America and in Need: Immigrant, Refugee, and Entrant Women". The study was conducted by the American Association of Community and Junior Colleges in two phases. During the first phase, research studies were collected and analyzed for the purpose of developing a statistical portrait of America's most recent arrivals. The second phase involved gathering information at the local level through three dialogues that were held at sites throughout the country, providing forums for service providers, community-based organizations, and members of the newcomer population.

CONCLUSION

Part II of this combined Report has provided data and information on programs designed to assist Groups with Historically High Incidences of Unemployment. The Bureau of Labor Statistics provided data and information describing the labor force characteristics of these workers. The remainder of the Report focused on the programs in the Wage and Hour Division, the Employment and Training Administration, the Office of the Assistant Secretary for Veterans' Employment and Training, and the Women's Bureau that are designed to assist these workers.

STATISTICAL APPENDIX

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Table A-1. Unemployment rates for the civilian workers by selected characteristics,
annual averages, selected years, 1970-86

(Percent)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Total. all civilian workers	4.9	8.5	7.1	5.8	7.1	7.6	9.7	9.6	7.5	7.2	7.0
Male	4.4	7.9	6.3	5.1	6.9	7.4	9.9	9.9	7.4	7.0	6.9
Female	5.9	9.3	8.2	6.8	7.4	7.9	9.4	9.2	7.6	7.4	7.1
White	4.5	7.8	6.2	5.1	6.3	6.7	8.6	8.4	6.5	6.2	6.0
Black	1/	14.8	14.0	12.3	14.3	15.6	18.9	19.5	15.9	15.1	14.5
Hispanic origin	1/	12.2	10.1	8.3	10.1	10.4	13.8	13.7	10.7	10.5	10.6
Male Vietnam-era veterans											
30 to 34 years	3.3	5.9	4.4	3.3	5.1	5.7	8.8	10.4	7.6	7.2	8.0
35 to 39 years	1/	1/	3.7	2.8	4.3	4.7	7.2	7.3	5.4	5.3	5.3
40 years and over	1/	1/	1/	3.3	3.2	3.5	5.5	6.2	4.5	3.9	3.7
Age											
16 to 19 years	15.3	19.9	17.8	16.1	17.8	19.6	23.2	22.4	18.9	18.6	18.3
20 to 24 years	8.2	13.6	11.0	9.1	11.5	12.3	14.9	14.5	11.5	11.1	10.7
25 to 34 years	4.2	7.8	6.5	5.2	6.9	7.3	9.7	9.7	7.3	7.0	6.9
35 to 44 years	3.1	5.6	4.4	3.6	4.6	5.0	6.9	7.0	5.4	5.1	5.0
45 to 54 years	2.8	5.2	3.9	3.2	4.0	4.2	5.7	6.2	4.9	4.7	4.5
55 to 64 years	2.7	4.6	3.9	2.9	3.3	3.7	5.4	5.6	4.7	4.5	4.1
65 years and over	3.2	5.2	5.0	3.4	3.1	3.2	3.5	3.7	3.3	3.2	3.0

1/ Data not available.

NOTE: Data for 25-to-29-year-old veterans are no longer shown in this table because their numbers are too small to warrant continued publication.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-2. Unemployed persons by selected characteristics, annual averages, selected years, 1970-86

(Numbers in thousands)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Total unemployed	4,093	7,929	6,991	6,137	7,637	8,273	10,678	10,717	8,539	8,312	8,237
Male	2,238	4,442	3,667	3,120	4,267	4,577	6,179	6,260	4,744	4,521	4,527
Female	1,855	3,486	3,324	3,018	3,370	3,696	4,499	4,457	3,794	3,791	3,707
White	3,339	6,421	5,441	4,664	5,884	6,343	8,241	8,128	6,372	6,191	6,140
Black	1/	1,369	1,393	1,319	1,553	1,731	2,142	2,272	1,914	1,864	1,840
Hispanic origin	1/	2/	2/	2/	620	678	929	961	800	811	857
Male Vietnam-era Veterans											
30 to 34 years	9	103	121	115	176	184	245	218	125	96	87
35 to 39 years	1/	1/	24	43	83	114	207	218	171	172	155
40 years and over	1/	1/	1/	24	27	38	74	107	96	101	119
Age											
16 to 19 years	1,106	1,767	1,663	1,555	1,669	1,763	1,977	1,829	1,499	1,468	1,454
20 to 24 years	866	1,865	1,629	1,442	1,835	1,976	2,392	2,330	1,838	1,738	1,651
25 to 34 years	718	1,776	1,650	1,466	2,024	2,211	3,037	3,078	2,374	2,341	2,390
35 to 44 years	515	951	785	705	940	1,065	1,551	1,650	1,335	1,340	1,371
45 to 54 years	476	893	666	540	676	715	966	1,039	828	813	790
55 to 64 years	309	520	450	346	399	444	647	677	566	518	489
65 years and over	104	155	147	104	94	98	107	114	97	93	91

1/ Data not available.

2/ Data for persons of Hispanic origin for the years prior to 1980 are not available on a revised basis that reflects the new population controls introduced in January 1986.

NOTE: Data for 25-to-29-year-old veterans are no longer shown in the table because their numbers are too small to warrant continued publication. Detail for the above race and Hispanic-origin groups will not sum totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-3. Civilian unemployment rates for women by age and race, annual averages, selected years, 1970-86

(Percent)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Total, 16 to 19 years	15.6	19.7	18.3	16.4	17.2	19.0	21.9	21.3	18.0	17.6	17.6
White	13.4	17.4	15.9	14.0	14.8	16.6	19.0	18.3	15.2	14.8	14.9
Black	1/	41.0	43.4	39.1	39.8	42.2	47.1	48.2	42.6	39.2	39.3
Total, 20 to 24 years	7.9	12.7	11.2	9.6	10.4	11.2	13.2	12.9	10.9	10.7	10.3
White	6.9	11.2	9.3	7.8	8.5	9.1	10.0	10.3	8.8	8.5	8.1
Black	1/	24.3	25.5	22.6	23.5	26.4	29.6	31.8	25.6	25.6	24.1
Total, 25 to 34 years	5.7	9.1	7.7	6.5	7.2	7.7	9.3	9.1	7.4	7.4	7.2
White	5.3	8.4	6.7	5.6	6.3	6.6	8.0	7.6	6.1	6.2	6.1
Black	1/	13.4	13.6	12.1	13.2	14.9	17.8	18.6	15.4	15.1	14.0
Total, 35 to 44 years	4.4	6.8	5.7	4.6	5.3	5.7	7.0	6.9	5.6	5.5	5.0
White	4.3	6.5	5.3	4.2	4.9	5.1	6.4	6.2	5.0	4.9	4.5
Black	1/	9.0	8.7	7.2	8.2	9.8	10.7	11.4	9.4	9.3	9.6
Total, 45 to 54 years	3.5	5.9	5.1	3.9	4.5	4.6	5.8	6.0	5.2	4.8	4.5
White	3.4	5.8	5.0	3.7	4.3	4.2	5.5	5.5	4.8	4.5	4.3
Black	1/	7.0	5.8	5.2	6.4	6.9	8.5	9.9	8.6	6.8	7.1
Total, 55 to 64 years	2.7	5.1	4.4	3.2	3.3	3.8	5.2	5.0	4.3	4.3	3.8
White	2.6	5.0	4.4	3.0	3.1	3.7	5.0	4.7	4.0	4.1	3.7
Black	1/	5.3	4.8	4.7	4.5	4.7	6.1	7.3	5.9	6.0	6.6
Total, 65 years and over	3.1	5.0	4.7	3.3	3.1	3.6	3.2	3.4	3.8	3.3	2.8
White	3.3	5.3	4.9	3.1	3.0	3.4	3.1	3.1	3.7	3.1	2.6
Black	1/	3.6	3.4	3.9	4.9	6.0	4.5	6.3	4.9	5.2	4.5

1/ Data not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-4. Civilian unemployment rates for men, by age and race, annual averages, selected years, 1970-86

(Percent)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Total, 16 to 19 years	15.0	20.1	17.3	15.9	18.3	20.1	24.4	23.3	19.6	19.5	19.0
White	13.7	18.3	15.0	13.9	16.2	17.9	21.7	20.2	16.8	16.5	16.3
Black	1/	38.1	39.2	34.2	37.5	40.7	48.9	48.8	42.7	41.0	39.3
Total, 20 to 24 years	8.4	14.3	10.8	8.7	12.5	13.2	16.4	15.9	11.9	11.4	11.0
White	7.8	13.1	9.3	7.5	11.1	11.6	14.3	13.8	9.8	9.7	9.2
Black	1/	24.7	23.0	18.7	23.7	26.4	31.5	31.4	26.6	23.5	23.5
Total, 25 to 34 years	3.5	6.9	5.7	4.3	6.7	6.9	10.1	10.1	7.2	6.6	6.7
White	3.1	6.3	5.0	3.7	5.9	6.1	8.9	9.0	6.2	5.7	5.8
Black	1/	12.7	11.8	9.6	13.4	14.4	20.1	19.4	15.0	13.8	13.5
Total, 35 to 44 years	2.4	4.9	3.5	2.9	4.1	4.5	6.9	7.1	5.2	4.9	5.1
White	3.1	6.3	5.0	3.7	5.9	6.1	6.2	6.4	4.6	4.3	4.4
Black	1/	8.7	6.2	6.3	8.2	9.3	13.4	13.5	10.4	9.6	10.9
Total, 45 to 54 years	2.4	4.9	3.2	2.7	3.6	4.0	5.6	6.3	4.6	4.6	4.4
White	2.3	4.5	3.0	2.5	3.3	3.6	5.3	5.7	4.2	4.1	4.0
Black	1/	9.3	4.9	5.2	7.2	7.8	9.0	11.4	7.9	9.7	7.8
Total, 55 to 64 years	2.8	4.3	3.6	2.7	3.4	3.6	5.5	6.1	5.0	4.3	4.3
White	2.7	4.1	3.3	2.5	3.1	3.4	5.1	5.6	4.7	4.0	4.0
Black	1/	6.3	6.0	5.1	6.2	6.1	10.3	11.0	8.9	7.9	8.0
Total, 65 years and over	3.3	5.4	5.2	3.4	3.1	2.9	3.7	3.9	3.0	3.1	3.2
White	3.2	5.0	4.9	3.2	2.5	2.4	3.2	3.2	2.6	2.7	3.0
Black	1/	8.7	7.8	6.4	8.7	7.5	9.3	11.8	7.9	8.9	4.3

1/ Data not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics

Table A-5. Unemployment rates for male Vietnam-era veterans and nonveterans by age and race, annual averages, selected years, 1970-86

(Percent)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Vietnam-era veterans 1/											
30 to 34 years	3.3	5.9	4.4	3.3	5.1	5.7	8.8	10.4	7.6	7.2	8.0
White	2.8	5.4	3.9	2.9	4.7	5.4	8.1	9.6	6.7	6.3	7.1
Black 2/	3/	10.5	10.3	6.7	9.1	9.1	15.4	17.9	13.4	11.9	15.0
35 to 39 years	4/	4/	3.7	2.8	4.3	4.7	7.2	7.3	5.4	5.3	5.3
White	4/	4/	4/	2.6	3.9	4.4	6.6	6.5	4.9	4.8	4.7
Black	4/	4/	4/	4.9	8.3	7.5	13.6	15.9	11.1	8.8	10.3
Nonveterans 1/											
30 to 34 years	3.1	5.7	4.5	3.6	5.4	5.9	8.0	7.9	5.9	5.7	5.7
White	2.9	5.0	3.9	2.9	4.6	5.0	7.0	6.9	5.1	5.0	5.0
Black 2/	4.6	10.3	8.3	7.8	10.3	11.1	17.2	15.9	12.9	12.3	12.3
35 to 39 years	4/	4/	3.7	2.1	4.1	4.6	7.2	7.6	5.6	4.8	5.3
White	4/	4/	4/	2.7	3.5	4.0	6.2	6.8	4.8	4.1	4.5
Black 2/	4/	4/	4/	5.7	7.9	8.2	14.8	15.0	12.4	10.9	12.9

1/ Vietnam-era veterans are those who served in the Armed Forces between August 5, 1964 and May 7, 1975. Nonveterans are those who have never served in the Armed Forces. Data for 25-to-29-year old veterans and nonveterans are no longer shown in this table because the numbers for veterans are too small to warrant their continued publication.

2/ Data prior to 1982 are for black and other races.

3/ Data not shown where base is less than 35,000.

4/ Data not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-6. Percent distribution of employed persons by occupation, race, and Hispanic origin, 1985-86 annual averages

Occupation	Total		White		Black		Hispanic origin	
	1985	1986	1985	1986	1985	1986	1985	1986
Total, 16 years and over (thousands)	107,150	109,597	93,736	95,660	10,501	10,814	6,888	7,219
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Managerial and professional specialty	24.1	24.2	25.1	25.2	14.4	14.7	12.6	12.8
Executive, administrative, and managerial	11.4	11.5	12.0	12.2	6.2	6.1	6.4	6.5
Professional specialty	12.7	12.7	13.1	13.1	8.2	8.7	6.2	6.3
Technical, sales, and administrative support	31.0	31.3	31.5	31.9	26.5	27.0	24.8	25.1
Technicians and related support	3.0	3.1	3.0	3.1	2.8	2.6	1.9	1.9
Sales occupations	11.8	12.1	12.4	12.7	6.6	6.9	8.3	8.9
Administrative support, including clerical	16.2	16.2	16.1	16.1	17.1	17.5	14.4	14.3
Service occupations	13.5	13.5	12.2	12.2	24.0	22.9	17.6	18.0
Private household	0.9	.9	.7	.8	2.8	2.2	1.5	1.8
Protective service	1.6	1.6	1.5	1.6	2.5	2.5	1.5	1.4
Service, except private household and protective	10.9	10.9	9.9	9.9	18.8	18.3	14.6	14.8
Precision production, craft, and repair	12.4	12.2	12.9	12.6	9.0	9.3	14.9	14.3
Mechanics and repairers	4.2	4.0	4.1	4.1	2.9	2.9	4.4	4.2
Construction trades	4.4	4.5	4.7	4.7	3.0	3.2	4.9	5.1
Other precision production, craft, and repair	3.8	3.7	3.9	3.8	3.1	3.2	5.5	5.0
Operators, fabricators, and laborers	15.7	15.7	14.9	14.7	23.5	23.9	25.2	24.9
Machine operators, assemblers, and inspectors	7.3	7.2	6.9	6.8	10.7	10.8	13.7	13.2
Transportation and material moving occupations	4.2	4.2	4.1	4.0	5.9	5.9	4.8	4.8
Handlers, equipment cleaners, helpers, and laborers	4.1	4.3	3.9	4.0	6.9	7.2	6.6	6.8
Construction laborers	.6	.7	.6	.6	1.1	1.0	1.3	1.5
Other handlers, equipment cleaners, helpers, and laborers	3.5	3.6	3.3	3.3	5.8	6.1	5.4	5.4
Farming, forestry, and fishing	3.2	3.1	3.3	3.3	2.6	2.1	4.9	5.0

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

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Table A-7. Unemployment rates by occupation, race, and Hispanic origin, 1985-86 annual averages

Occupation	Total		White		Black		Hispanic origin	
	1985	1986	1985	1986	1985	1986	1985	1986
Total, 16 years and over	7.2	7.0	6.2	6.0	15.1	14.5	10.5	10.6
Managerial and professional specialty	2.4	2.4	2.3	2.2	4.6	4.7	3.5	3.1
Exec., admin., and managerial	2.6	2.6	2.5	2.4	4.6	5.3	3.2	3.4
Professional specialty	2.3	2.2	2.1	2.0	4.6	4.2	3.8	2.9
Technical, sales, and administrative support	4.9	4.7	4.2	4.1	10.8	10.5	6.9	6.8
Technicians and related support	3.3	3.3	3.0	3.0	5.8	6.2	5.3	3.5
Sales occupations	5.3	5.1	4.5	4.4	15.3	15.7	9.7	7.4
Administrative support, including clerical	4.9	4.7	4.2	4.1	9.6	8.8	5.4	6.7
Service occupations	8.8	8.6	7.4	7.2	14.8	14.7	9.0	9.1
Private household	6.4	6.5	6.0	5.6	7.5	9.6	8.0	7.2
Protective service	4.7	4.8	3.8	4.0	8.5	8.6	8.9	7.1
Service, except private household and protective	9.5	9.3	8.0	7.8	16.6	16.0	9.1	9.5
Precision production, craft and repair	7.2	7.2	6.7	6.7	13.0	12.0	9.0	10.8
Mechanics and repairers	4.8	4.9	4.4	4.5	8.5	9.0	5.9	8.3
Construction trades	10.1	9.6	9.4	9.0	17.5	14.8	13.0	13.9
Other precision production, craft and repair	6.4	6.6	5.8	6.1	12.4	11.7	7.7	9.5
Operators, fabricators, and laborers	11.3	10.9	10.3	9.9	16.5	15.7	12.7	12.9
Machine operators, assemblers, and inspectors	11.1	10.3	10.2	9.6	16.3	13.9	12.7	12.4
Transportation and material moving occupations	8.5	8.6	8.0	8.3	10.8	10.7	8.4	10.8
Handlers, equipment cleaners, helpers, and laborers	14.3	13.8	12.7	12.0	21.1	21.6	15.5	15.2
Construction laborers	21.3	21.0	19.2	18.4	29.2	32.0	16.3	19.9
Other handlers, equipment cleaners, helpers, and laborers	12.8	12.3	11.4	10.7	19.4	19.6	15.2	13.7
Farming, forestry, and fishing	8.3	7.8	7.4	6.8	16.7	18.5	17.9	14.2

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-8. Percent distribution of unemployed persons by reason for unemployment, age, sex, and race,
1984-86 annual averages

Year and Characteristic	: Total unemployed: : (in thousands) : Number	: : Percent :	: Lost last : job :	: Left last : job :	: Reentered : labor force :	: Never : Worked : before :
1984						
Total, 16 years and over	8,539	100.0	51.8	9.6	25.6	13.0
Both sexes, 16 to 19 years	1,499	100.0	18.1	7.6	24.7	49.7
Men, 20 years and over	3,932	100.0	71.2	8.2	16.8	3.7
Women, 20 years and over	3,107	100.0	43.5	12.4	37.1	7.1
White	6,372	100.0	53.4	10.7	24.6	11.3
Black	1,914	100.0	47.1	6.0	28.5	18.4
1985						
Total, 16 years and over	8,312	100.0	49.8	10.6	27.1	12.5
Both sexes, 16 to 19 years	1,468	100.0	18.7	7.7	26.6	46.9
Men, 20 years and over	3,715	100.0	69.1	9.5	18.1	3.3
Women, 20 years and over	3,129	100.0	41.4	13.2	38.2	7.3
White	6,191	100.0	50.8	11.7	26.4	11.0
Black	1,864	100.0	47.4	5.9	29.3	17.0
1986						
Total, 16 years and over	8,237	100.0	49.0	12.3	26.2	12.5
Both sexes, 16 to 19 years	1,454	100.0	16.5	10.0	25.7	47.8
Male, 20 years and over	3,751	100.0	68.5	11.8	16.3	3.4
Female, 20 years and over	3,032	100.0	40.4	14.1	38.8	6.8
White	6,141	100.0	50.1	13.4	25.4	11.1
Black	1,840	100.0	46.0	8.8	28.6	16.6

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics

Table A-9. Number and percent distribution of the unemployed by duration of unemployment, annual averages, selected years 1970-86

(Numbers in thousands)

Duration of unemployment	: 1970	: 1975	: 1977	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984	: 1985	: 1986
Total unemployed	4,093	7,929	6,991	6,137	7,637	8,273	10,678	10,717	8,539	8,312	8,237
Less than 5 weeks	2,139	2,940	2,919	2,950	3,295	3,449	3,883	3,670	3,350	3,498	3,448
Percent of total	52.3	37.0	41.7	48.1	43.1	41.7	36.4	33.3	39.2	42.1	41.9
5 to 14 weeks	1,290	2,484	2,132	1,946	2,470	2,539	3,311	2,937	2,451	2,509	2,557
Percent of total	31.5	31.3	30.5	31.7	32.3	30.7	31.0	27.4	28.7	30.2	31.0
15 to 26 weeks	428	1,303	913	706	1,052	1,122	1,708	1,652	1,104	1,025	1,045
Percent of total	10.4	16.5	13.1	11.5	13.8	13.6	16.0	15.4	12.9	12.3	12.7
27 weeks and over	235	1,203	1,028	535	820	1,162	1,776	2,559	1,634	1,280	1,187
Percent of total	5.7	15.2	14.8	8.7	10.8	14.0	16.6	23.9	19.1	15.4	14.4

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-10. Average (mean) duration of unemployment (in weeks) by age, sex, race, and Hispanic origin, annual averages, selected years 1970-86

(Percent)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Total, 16 years and over	8.6	14.2	14.3	10.8	11.9	13.7	15.6	20.0	18.2	15.6	15.0
16 to 19 years	6.4	9.2	8.9	7.4	8.0	9.2	10.4	11.0	9.8	8.0	8.1
20 to 24 years	7.5	13.1	12.9	9.7	11.1	13.0	14.5	17.2	16.0	13.4	12.5
25 to 34 years	9.0	14.8	15.3	11.1	13.1	14.8	16.7	21.8	19.1	16.4	15.6
35 to 44 years	9.6	15.8	16.5	13.3	13.5	16.0	18.0	23.9	22.1	19.1	18.2
45 to 54 years	11.1	17.8	19.3	14.5	15.2	16.9	18.9	25.3	23.5	21.2	20.6
55 to 64 years	12.7	19.3	21.3	17.0	15.5	18.3	19.5	27.3	26.2	22.8	23.7
65 year and over	15.5	24.5	22.6	16.1	14.1	16.0	17.0	20.6	23.0	19.8	16.0
Men	9.5	15.3	15.9	12.0	13.2	15.4	17.3	22.7	21.1	18.0	17.2
Women	7.9	12.6	12.5	9.6	10.3	11.7	13.3	16.1	14.6	12.8	12.4
White	8.7	14.0	14.0	10.3	11.5	13.0	15.0	19.4	17.5	15.0	14.5
Black	1/	14.9	15.7	12.9	13.7	16.2	18.4	22.3	20.8	17.4	17.1
Hispanic origin	1/	13.2	13.2	9.3	11.1	11.2	13.4	16.0	13.8	13.3	13.2

1/ Data not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-11. Number of persons working or looking for work at some time during the year and the percent experiencing unemployment by sex and race, selected years, 1970-86

(Numbers in thousands)

Characteristics	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
<u>Total, 16 years and over</u>											
Total working or looking for work	95,576	105,843	111,531	116,983	118,348	119,658	120,235	121,503	124,117	125,890	128,143
Total experiencing unemployment: Number	14,615	21,402	19,910	18,468	21,410	23,382	26,493	23,762	21,535	20,984	20,703
Percent	15.3	20.2	17.9	15.8	18.1	19.6	22.0	19.6	17.4	16.7	16.2
<u>Men</u>											
Total working or looking for work	55,714	60,413	62,674	64,739	65,277	65,950	66,160	66,350	67,234	68,270	69,225
Total experiencing unemployment: Number	8,642	12,101	10,949	10,042	12,072	13,175	15,441	13,919	12,174	11,754	11,688
Percent	15.5	20.0	17.5	15.5	18.5	20.0	23.3	21.0	18.1	17.2	16.9
<u>Women</u>											
Total working or looking for work	39,862	45,430	48,858	52,244	53,071	53,708	54,074	55,153	56,883	57,620	58,918
Total experiencing unemployment: Number	5,973	9,302	8,960	8,426	9,338	10,207	11,052	9,842	9,361	9,230	9,015
Percent	15.0	20.5	18.3	16.1	17.6	19.0	20.4	17.8	16.5	16.0	15.3
<u>Black Men 1/</u>											
Total working or looking for work	5,643	5,298	5,545	5,837	5,972	6,030	5,994	6,234	6,297	6,504	6,596

Table A-11. Number of persons working or looking for work at some time during the year and the percent experiencing unemployment by sex and race, selected years, 1970-86 — continued

(Numbers in thousands)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Black Male (continued)											
Total experiencing unemployment: Number	1,259	1,608	1,463	1,412	1,755	1,884	2,106	1,992	1,847	1,685	1,671
Percent	22.3	30.4	26.4	24.2	29.4	31.2	36.5	32.0	29.3	25.9	25.3
Black Female 1/											
Total working or looking for work	5,031	5,198	5,427	5,865	6,007	6,123	6,282	6,326	6,697	6,793	7,004
Total experiencing unemployment: Number	1,038	1,492	1,510	1,468	1,596	1,819	1,910	1,648	1,626	1,636	1,738
Percent	20.6	28.7	27.8	25.0	26.6	29.7	30.4	26.0	24.3	24.1	24.8
Hispanic origin 2/											
Total working or looking for work	3/	3/	5,097	5,872	6,069	6,293	6,331	7,409	7,795	8,252	8,789
Total experiencing unemployment: Number	3/	3/	1,218	1,314	1,396	1,491	1,717	1,830	1,778	1,865	1,962
Percent	3/	3/	23.9	22.4	23.0	23.7	27.1	24.7	22.8	22.6	22.3

1/ Data for 1970-1977 are based on 1977 census population controls. Data for 1979-86 are based on 1980 census population controls. Data for 1970 are for black and other races.

2/ Data for 1977 are based on 1970 census population controls. Data for 1979-86 are based on 1980 census population controls. Data for 1983-86 reflect revised population adjustments.

3/ Data not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-12. Civilian labor force participation rates for women by age and race, annual averages, selected years, 1970-86

(Percent)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Total											
16 years and over	43.3	45.3	46.4	50.9	51.5	52.1	52.6	52.9	53.6	54.5	55.3
16 to 19 years	44.0	49.3	51.4	54.5	53.1	51.8	51.4	50.8	51.8	52.1	53.0
20 to 24 years	57.7	64.1	66.5	69.0	68.9	69.6	69.8	69.9	70.4	71.8	72.4
25 to 34 years	45.0	54.9	59.7	63.9	65.5	66.7	68.0	69.0	69.8	70.9	71.6
35 to 44 years	51.1	55.8	59.6	63.6	65.5	66.9	68.0	68.7	70.1	71.8	73.1
45 to 54 years	54.4	54.6	55.8	58.3	59.9	61.1	61.6	61.9	62.9	64.4	65.9
55 to 64 years	43.0	40.9	40.9	41.7	41.3	41.4	41.8	41.5	41.7	42.0	42.3
65 years and over	9.7	8.2	8.1	8.3	8.1	8.0	7.9	7.8	7.5	7.3	7.4
White											
16 years and over	42.6	45.9	48.2	50.5	51.2	51.9	52.4	52.7	53.3	54.1	55.0
16 to 19 years	45.6	51.6	54.7	57.6	56.4	55.4	55.0	54.5	55.4	55.2	56.3
20 to 24 years	57.7	65.5	67.8	70.5	70.6	71.5	71.8	72.1	72.5	73.8	74.1
25 to 34 years	43.2	53.7	58.5	63.1	64.8	66.4	67.8	68.7	69.8	70.9	71.8
35 to 44 years	49.9	54.9	58.9	63.0	65.0	66.4	67.5	68.2	69.6	71.4	72.9
45 to 54 years	53.7	54.3	55.3	58.1	59.6	60.9	61.4	61.9	62.7	64.2	65.8
55 to 64 years	42.6	40.6	40.7	41.5	40.9	40.9	41.5	41.1	41.2	41.3	42.1
65 years and over	9.5	8.0	7.9	8.1	7.9	7.9	7.8	7.8	7.5	7.0	7.3
Black											
16 years and over	1/	48.8	50.8	53.1	53.1	53.5	53.7	54.2	55.2	56.5	56.9
16 to 19 years	1/	34.2	32.9	36.8	34.9	34.0	33.5	33.0	35.0	37.9	39.1
20 to 24 years	1/	56.0	59.5	61.6	60.4	61.1	60.1	59.1	60.7	62.5	64.6
25 to 34 years	1/	63.0	68.6	70.2	70.6	70.0	70.2	72.3	71.5	72.4	72.4
35 to 44 years	1/	62.0	64.1	68.0	68.2	69.8	71.7	72.6	72.7	74.8	75.8
45 to 54 years	1/	56.6	58.0	59.6	61.4	62.0	62.4	62.3	64.5	65.7	66.5
55 to 64 years	1/	43.1	43.8	44.1	44.9	45.4	44.8	44.8	46.1	45.3	43.6
65 years and over	1/	10.5	10.2	10.5	9.9	9.3	8.5	8.2	8.0	9.4	7.8

1/ Data not available

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-13. Civilian labor force participation rates for men by age and race, annual averages, selected years, 1970-86

(Percent)

Characteristic	1970	1975	1977	1979	1980	1981	1982	1983	1984	1985	1986
Total											
16 years and over	79.7	77.9	77.7	77.8	77.4	77.0	76.6	76.4	76.4	76.3	76.3
16 to 19 years	56.1	59.1	60.9	61.5	60.5	59.0	56.7	56.2	56.0	56.8	56.4
20 to 24 years	83.3	84.5	85.6	86.4	85.9	85.5	84.9	84.8	85.0	85.0	85.8
25 to 34 years	96.4	95.2	95.3	95.3	95.2	95.9	94.7	94.2	94.4	94.7	94.6
35 to 44 years	96.9	95.6	95.7	95.7	95.5	95.4	95.3	95.2	95.4	95.0	94.8
45 to 54 years	94.3	92.1	91.1	91.4	91.2	91.4	91.2	91.2	91.2	91.0	91.0
55 to 64 years	83.0	75.6	73.8	72.8	72.1	70.6	70.2	69.4	68.5	67.9	67.3
65 years and over	26.8	21.6	20.0	19.9	19.0	18.4	17.8	17.4	16.3	15.8	16.0
White											
16 years and over	80.0	78.7	78.5	78.6	78.2	77.9	77.4	77.1	77.1	77.0	76.9
16 to 19 years	57.5	61.9	64.0	64.8	63.7	62.4	60.0	59.4	59.0	59.7	59.3
20 to 24 years	83.3	85.5	86.8	87.6	87.2	87.0	86.3	86.1	86.5	86.4	87.3
25 to 34 years	96.7	95.8	96.0	96.0	95.9	95.8	95.6	95.2	95.4	95.7	95.5
35 to 44 years	97.3	96.4	96.2	96.4	96.2	96.1	96.0	96.0	96.1	95.7	95.4
45 to 54 years	94.9	92.9	92.1	92.2	92.1	92.4	92.2	91.9	92.0	92.0	91.8
55 to 64 years	83.3	76.4	74.6	73.4	73.1	71.5	71.0	70.0	69.5	68.8	68.0
65 years and over	26.7	21.7	20.0	20.0	19.1	18.5	17.9	17.7	16.4	15.9	16.3
Black											
16 years and over	1/	70.9	70.6	71.3	70.3	70.0	70.1	70.6	70.8	70.8	71.2
16 to 19 years	1/	42.6	43.2	43.6	43.2	41.6	39.8	39.9	41.7	44.6	43.6
20 to 24 years	1/	78.8	79.3	80.6	79.8	79.2	78.7	79.4	79.1	79.0	80.1
25 to 34 years	1/	91.5	90.7	90.7	90.8	88.9	89.2	89.0	88.9	88.8	89.6
35 to 44 years	1/	89.3	90.9	90.4	89.1	89.3	89.8	89.7	90.0	89.8	89.6
45 to 54 years	1/	83.5	82.0	84.6	83.1	82.7	82.2	84.5	83.7	83.0	84.1
55 to 64 years	1/	67.6	65.5	64.8	61.7	62.1	61.9	62.6	58.9	58.9	59.1
65 years and over	1/	20.5	19.9	19.4	16.8	16.0	15.9	14.0	13.7	13.9	12.6

1/ Data not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-14. Civilian employment population ratios, annual averages, selected years, 1970-1986

(Percent)

Characteristic	1970	1975	1980	1981	1982	1983	1984	1985	1986
Total, 16 years and over	57.4	56.1	59.2	59.0	57.8	57.9	59.5	60.1	60.7
Men	76.2	71.7	72.0	71.3	69.0	68.8	70.7	70.9	71.0
Women	40.8	42.0	47.7	48.0	47.7	48.0	49.5	50.4	51.4
Black	1/	50.1	52.3	51.3	49.4	49.5	52.3	53.4	54.1
White	57.5	56.7	60.0	60.0	58.8	58.9	60.5	61.0	61.5
Hispanic origin	1/	53.4	57.6	57.4	54.9	55.1	57.9	57.8	58.5
Male Vietnam-era veteran 30 years and over	1/	1/	90.0	90.5	87.4	86.3	88.5	88.8	88.2
Teenagers: 16 to 19 years	42.3	43.3	46.6	44.6	41.5	41.5	43.7	44.4	44.6
Young adults: 20 to 24 years	63.5	63.9	68.3	67.8	65.7	66.0	68.7	69.6	70.5
Older workers: 65 years and older	16.4	13.0	12.2	11.9	11.5	11.3	10.7	10.4	10.6

1/ Data not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

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